



DOCUMENTS DEPARTMENT

CLOSED  
STACKS

GOVERNMENT INFORMATION CENTER  
SAN FRANCISCO PUBLIC LIBRARY

SAN FRANCISCO PUBLIC LIBRARY



3 1223 03703 7141

DOCUMENTS DEPARTMENT









1952

DOCUMENTS DEPT.

FEB - 4 1953

SAN FRANCISCO  
PUBLIC LIBRARY

R E P O R T

o f

t h e

G R A N D

J U R Y

SAN FRANCISCO

JANUARY 8th, 1953

\* \* \* \* \*

COMMITTEE REPORTS ADOPTED.

SECRETARY, SUPERIOR COURT.

x 352.9

Sum 352.9 6

717146

G R A N D

J U R Y

1 9 5 2

CHARLES H. RAVEN  
Foreman

HAROLD A. MEYER  
Secretary

\*\*\*\*\*

BROWN, LLOYD F.

HUNTER, ROBERT A.

BURMAN, BERT GEORGE

MARKEL, JESSE M.

CANCILLA, ANTHONY

METRO, MRS. BERTHA

FALGE, JOHN H.

MEYER, HAROLD A.

FAYMONVILLE, PHILIP R.

MULLEN, FRANK W.

FREEMON, HAROLD R.

PAGANO, JOSEPH R.

GLOVER, D. DONALD

RAVEN, CHARLES H.

HAAS, PETER E.

SOLDAVINI, JOHN M.

HAMILL, ROBERT B.

TORASSA, JOSEPH A.

WINKEL, VICTOR H.

\*\*\*\*\*

Impaneled January 10th, 1952

Discharged January 8th, 1953

David F. Supple,  
Consultant-Statistician.



January 7th, 1953.

Honorable Albert C. Wollenberg,  
Presiding Judge of the Superior Court,  
City Hall,  
San Francisco.

Honorable Sir:

It is my duty and privilege to present for your consideration the reports for the 1952 Grand Jury. These reports constitute a summation of the findings for the year of the eighteen committees which were appointed in the first weeks of 1952.

At this time I think it fitting to compliment the Jurors for the assiduousness with which they pursued their various committee tasks, for their outstanding attendance record and for the many hours which they so willingly donated to community affairs.

We believe San Francisco to be most fortunate in the quality of its top personnel. The high level of efficiency attained by these able public servants augurs well for San Francisco. Without naming names, we commend the department heads and their assistants generally. With new found humility we find that some of the problems with which they are confronted and which seem so easily soluble to the lay citizen, do, on closer and more informed analysis, present difficulties which might well confound a Solomon.

We note with considerable gratification the almost complete absence of gangsterism and its attendant evils in San Francisco. We commend the agencies of the city government for their performance in this regard and advocate a continued vigilance in this unending battle with the underworld with a view to preserving this unique situation for San Francisco.

We strongly advocate more long range planning for the City's future. We believe in plans governing the City's growth into channels that will best benefit the citizens. The sums spent on such planning are inconsequential compared to the probable savings under a properly drawn scheme. We think that the finest talent available should be employed for this work without regard to origin.

Paramount to the community's welfare is an adequate rapid transit system, co-ordinated with other bay area communities. We feel that money should be made available for the exploration of ways and means to bring such a system into being.

We wish to commend Mr. David Supple, Consultant-Statistician to the Jury, for his unflagging efforts on our behalf.

We salute the late Victor Winkle, friend, Grand Juror, and public spirited citizen, who spent his last days serving the community he loved so well.

Respectfully,

CHARLES H. RAVEN, Foreman  
Grand Jury of 1952.





1. MAYOR.

This Committee has informed itself upon the operation of the Office of Mayor. A study of that office convinces us that the office of Mayor is conducted by the Honorable Elmer E. Robinson with efficiency of an exceptionally high degree. Moreover it has been our observation and information that the Mayor's staff, highly expert in its duties, accord the public prompt and courteous attention.

Our study discloses that under Mayor Elmer E. Robinson every possible effort to enhance the fame and prestige of San Francisco as an international city of first magnitude has been made. It is not only the receptions accorded in other years to distinguished Americans of international stature, but during the year 1952 by the positive action of the Mayor, great honor has come to this city through the visit of Her Majesty, The Queen of The Netherlands, through the visit of the French Parliamentary Delegation, and on a national scale through the reception accorded California's Olympic Games participants. This committee is very much impressed with the love of this city and the desire to spread her fame, which provided the force which motivated these receptions. It is appropriate that this city should be recognized as the city of a stature surpassing that of other American cities of greater territorial extent and of considerably greater population.

With respect to the administration of city affairs, it is the considered opinion of this committee that the Mayor, by close and careful scrutiny of the budget presented to him has been able to reduce budgetary requests to such an extent that in two years San Francisco's tax rate has dropped from \$6.29 per hundred of assessed valuation to \$5.67.

This stands out in emphatic contrast to the trend of taxation nationally, on the state level and in various nearby communities. This committee cannot expect that the Mayor alone can hold the line for tax reductions for a third year in a row. Certain salary adjustments, voted by the citizens, will inevitably involve an increase in taxation. However, it would be a dereliction of duty if this Committee failed to officially and formally commend the Mayor for his careful budgetary policies which have resulted in substantial savings to the tax payers of this city.

Time and time again the Mayor has indicated with pride that millions of dollars have been spent for municipal improvements during his administration without the breath of scandal concerning the expenditure of one cent of those impressive funds. We share that pride.

This Committee has observed that the report of our predecessors to the prior grand juries recognized that conferences should be had with the Mayor to discuss with him in detail the applicable terms of the 1932 Charter and their effect upon the work of the Mayor's office now. As discussed with this Committee, it is the Mayor's intention to appoint a group of distinguished citizens, persons of accepted responsibility in this community, to discuss an inventory of San Francisco's outstanding problems, and to consider conflicting solutions presented for those problems with a view to agreement upon solutions and elimination of differences which block progress because they prevent action. This, in our opinion will prove a major step forward in rallying public opinion behind a realistic program of progress for this city.

In conclusion, this Committee compliments the Mayor upon his refusal to permit politics to affect the conduct of his office. Even at the risk of political prestige, the Mayor, sensitive to the non-partisan character of his office, declined to participate in partisan political meetings, and sponsored and spearheaded a move to restrict the tenure of any Mayor to two consecutive terms to prevent the possible creation of a political machine by any Mayor.

This Committee compliments and commends the Mayor upon his conduct of the office through the year 1952.

Respectfully submitted,  
JOHN M. SOLDVINI, Chairman  
MRS. BERTHA METRO  
JOSEPH A. TORASSA.



## 2. CHIEF ADMINISTRATIVE OFFICER.

1.

The Grand Jury has acquainted itself with the work of the Chief Administrative Officer, Mr. Thomas A. Brooks, and believes that our city is singularly fortunate in having an official of Mr. Brooks' ability to fill this important post.

Mr. Brooks' service has been characterized by several rules of action which might well become the ideals of the conscientious public servant. His conduct is based on ethical principles. He obtains all pertinent facts before acting. His decisions are neither hasty nor long delayed, but are timely as required by the circumstances. He relies wisely on precedent and past history to classify projects within the field of the attainable or to relegate them to the field of the desirable but unattainable. This good judgment as to what is practicable permits him to infuse life and energy into the various organs of the city government and to give aim and direction to their efforts. These actions are performed with sympathetic good will and understanding which contribute importantly to the success of our city government.

Although our citizens may be completely reassured as to the gentleman who is now their Chief Administrative Officer questions may still be raised as to the place which his office occupies in the hierarchy of our city officials. The following comments, therefore, refer only to the structure of our city government and not to any individuals who occupy offices at present.

Three important phases in city government are, the expression of the will of the voters at elections, the drafting of plans and policies by appropriate elected officials, and the execution and enforcement of those laws and policies by government departments.

In our city the first two phases which result in the writing of codes and the adoption of policies, are being performed to the satisfaction of the majority of our citizens.

The third phase involving administration of the laws, is more difficult. Policies are not always mutually consistent. Our population is diverse, and citizens frequently disagree as to their objectives and desires. Government departments, for various reasons, are not all equally efficient and economical. To achieve orderly administration of government in these circumstances, our Charter provides us with a Chief Administrative Officer. The success of his efforts toward co-ordinating government, is dependent on many factors. Important among these factors are:

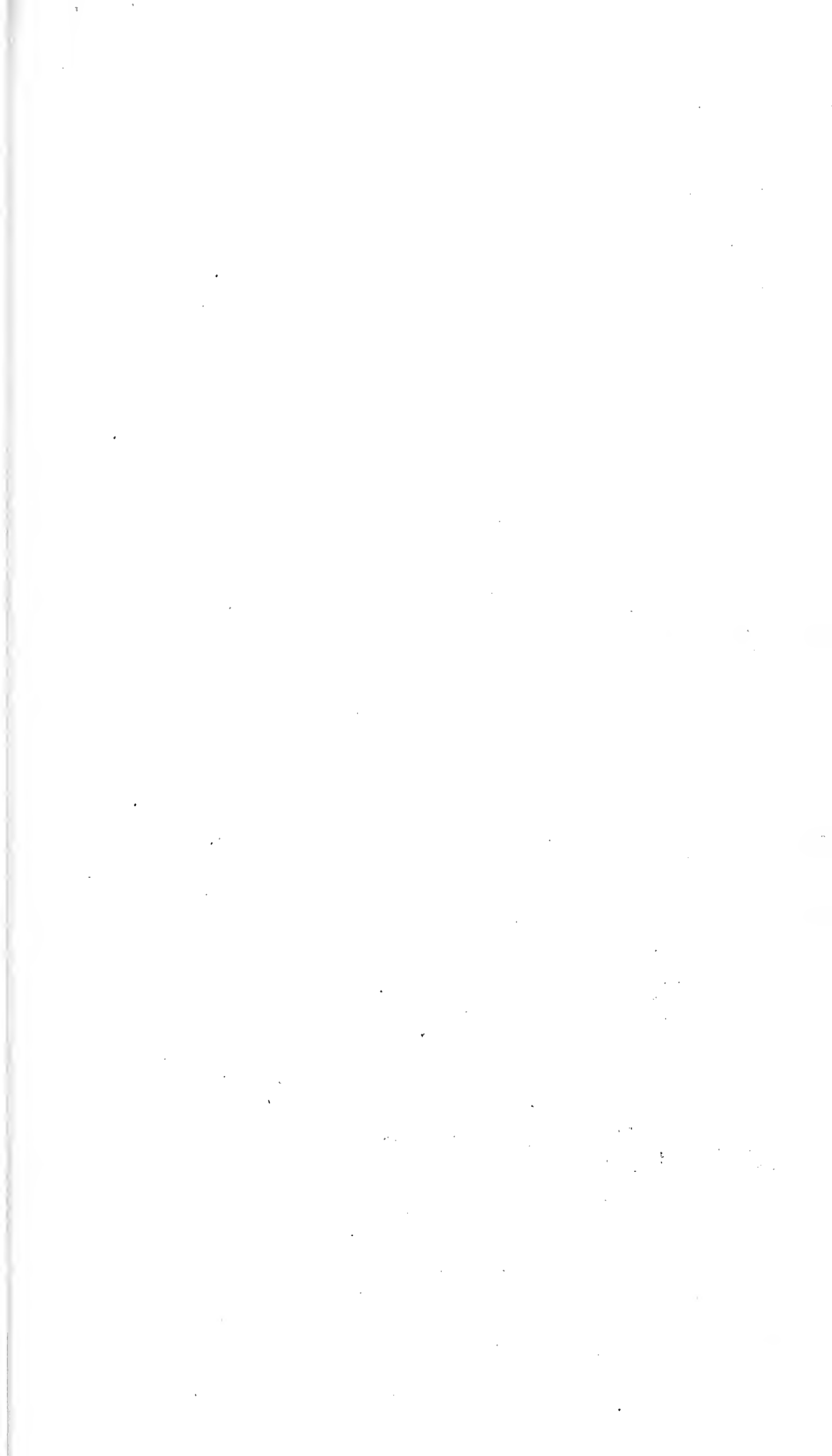
- Allocation of specific administrative or policy-making responsibility to departmental officials;
- Clear and definite channels of authority, and
- Rational budgetary control.

An example of the difficulties encountered when specific departmental responsibility is divided or unfixed, is our present situation regarding traffic control and regulation. No matter how meritorious the co-ordination proposals of a Chief Administrative Officer may be, they are difficult of accomplishment when the direct responsibility remains unclear.

Another example in this category is our failure to distinguish adequately between those offices which involve policy making, and those which are administrative. Officials on the policy-making level are properly elective, and thus reflect public opinion as it was expressed on election day.

Administrative officials, on the other hand, should hold their offices during good behavior, and may well be appointive, under civil service, or other conditions.

To cite only one such case, our City Treasurer is an elective official, but is not on the policy-making level. His



office might well be consolidated with that of our Tax Collector, thus avoiding the necessity of his participation in an election campaign, and assisting in the transaction of public business.

Examples of imperfect devotion of authority may be found in the present structure of several city departments whose professional chiefs report not directly to their executive chief, the Mayor, but through non-professional commissioners. The commissioners share both executive and policy-making functions with upper and with lower echelons. Such an arrangement offers little opportunity for a chief administrative officer, interested in efficient government, to propose improved administrative methods. Better administration might result from the elimination of the non-professional commissions from these departments, and the extension to these departments of the administrative supervision of the Chief Administrative Officer.

An example of less than perfect budgetary control is the present multiplicity of checks in budget preparation. Department heads are required to conform to policies. They prepare their estimates of the funds necessary to carry out the policies. The Chief Administrative Officer co-ordinates the requests of department heads in order that he may present to the Board of Supervisors a budget which will assure the carrying out of policies previously adopted by the Board or by the voters of the city. Subsequent change in the budget should be made only in order to conform to newly adopted policies or (what amounts to the same thing) in cases where the Board of Supervisors decides that the city cannot afford to carry out adopted policies.

Effective functioning of the Chief Administrative Officer as budget co-ordinator would require an increase in his office force for this purpose, but would permit a corresponding decrease in budget co-ordinating offices elsewhere.

The desirable objective is the presentation to the Board of Supervisors of a budget which represents the annual cost of carrying out adopted policies, and not for other purposes.

Changes suggested might well be referred to the Committee on Charter Amendment for study.

Respectfully submitted,

PHILIP R. FAYMONVILLE, Chairman,

LLOYD F. BROWN,

FRANK W. MULLEN.



3. CONTROLLER, TREASURER, PURCHASER, RETIREMENT BOARD,  
FINANCE, RECORDS.

1.

TREASURER.

The City Treasurer is Mr. John J. Goodwin who has come up through the ranks to occupy the important post of Treasurer. He is thoroughly familiar with the intricacies of the office, and carries out the duties of his office with utmost efficiency.

During the past several years, former Grand Juries have recommended improvements in the physical set-up of the Office of Treasurer. We are glad to report that progress has been made in that the first of five recommendations, that of modernizing the lighting system, has been contracted for.

However, we regret that nothing has been done on the four other recommendations by former Grand Juries and we feel that the carrying out of these recommendations are of utmost importance and should be effected at the earliest possible date. They are:

1. That proper sound proofing be installed.
2. That ventilation be improved and a proper ventilating system be placed in the vaults.
3. That office equipment, which borders on the antique, should be replaced with modern equipment to bring this office up to the standards be fitting a City, the size of San Francisco.
4. That a modern system for the safe keeping of the Treasurer's bank securities and the City's bonds be installed. The facilities now in use are most unsuitable and inadequate.

This Committee takes this opportunity to commend Treasurer John Goodwin for the fine administration of his Office. Mr. Goodwin's efficiency and his ability to administrate is supported by the fact that when he was appointed Treasurer five years ago the Office of Treasurer was tax-supported. At the present time, it is self-supported, the earnings of the Treasurer being well over \$500,000.00. The progress shown by this Office deserves not only the commendation of all the people of San Francisco but the immediate carrying out of the four recommendations which have been reported by Grand Juries before this and is now again reported by this Grand Jury of 1952.

PURCHASER.

The Purchaser is appointed by the Chief Administration Officer to whom he reports. The Purchaser for the City and County of San Francisco is Harold Jones, who is doing a splendid job in this important office.

It is interesting to note that the Purchaser's Department purchases during a year about \$17,000,000. The Purchaser enters into various contracts, such as those for the City's Legal Representative, for tow cars used in traffic enforcement. The department operates and supervises repair shops for automotive and mechanical equipment, garages, store-rooms, warehouses, a gas and oil station for municipally owned vehicles and a central Tabulating and Reproduction Bureau now in its seventh year of operation.

Your committee commends Harold Jones for the manner in which he conducts the important Purchasing Department.





3. CONTROLLER, TREASURER, PURCHASER, RETIREMENT BOARD.  
FINANCE, RECORDS.

2.

RETIREMENT BOARD.

There are 41 employees in the Retirement Board Department who take care of Retirement requirements and about 20,000 employees in the City and County of San Francisco.

Their budget for this year is estimated at \$14,000,000.00. This amounts to approximately 77¢ of the tax dollar based on the \$6.19 present tax rate.

The monthly payments disbursed to the Retirement Board amounts to \$550,000.00.

At the present time the outstanding balance in bonds is around \$102,000,000.00, and the Retirement Board has never lost any money on default of bonds and they have always collected the full amount of interest due on the bonds.

The Retirement Board itself is made up of seven members. One member being a bank official appointed by the Mayor; one member from a life insurance company appointed by the Mayor; one member being the City Attorney; one member being the President of the Board of Supervisors; three members are elected from the employees group. All members serve a five-year term.

Mr. Thompson seems to be a qualified Administrator and he points out that the Board does not have adequate space for file records. His hands are somewhat tied in getting the proper personnel to do the complicated work in the Retirement Board but this is because of the Civil Service requirements.

CONTROLLER:

There are 121 employees under the Controller's jurisdiction and they have an auditing staff of 12 men operating on a budget estimated at \$642,000.00, all administered by Mr. Harry Ross, Controller for the City and County of San Francisco.

Mr. Ross feels he has adequate personnel to run his department with the exception of the auditing staff which could use several more auditors.

The Controller's office is the watch-dog for the receipts and expenditures for the City and County of San Francisco. Their duties call for financial management, accounting procedures and auditing work, both internal and field audits.

Respectfully submitted,

LLOYD F. BROWN, Chairman

JOSEPH R. PAGANO,

BERT G. BURMAN.



#### 4. ASSESSOR, TAX COLLECTOR, SALES TAX.

1.

Meetings were held by members of the Grand Jury Committees on Assessment and Tax Collections with Russell L. Wolden, Assessor; Walter R. Allen, Assistant Assessor (now Tax Collector); Herman W. Luft, Building Appraiser; William T. Reed, Chief Land Appraiser; and Orlin Kripp, Chief Personal Property Appraiser. Following is a report of the Committees' findings:

The total amount of money collected from all sources by the Tax Collector during the fiscal year 1951-1952 was \$69,485,444.91 compared with \$66,490,402.16 the previous year.

The Real Estate Tax Department processed 145,000 tax bills. Over 70,000 of these were mailed to the taxpayers during the first week of November. The total collected from the real estate tax was \$57,030,087.65. The total collected for current Personal Property is \$5,513,309.38.

The Bureau of Delinquent Revenue continued to increase its collections by collecting \$6,222,991.10, as compared to \$4,470,712 in 1950-1951. The License Bureau collections for the past Fiscal year were \$550,033.85. The Purchase and Use Tax Division showed a total for 1951-1952 of \$4,898,277.86.

As of June 30, 1952, there were 10,604 parking meters in service in various sections of the city. The total revenue derived from parking meters in 1951-1952 was \$771,342.43. The overall total installation will be approximately 12,500 meters.

On August 14th, 1952 Assessor Russell L. Wolden announced that, based on his preliminary unofficial totals, San Francisco's 1952 assessment roll has followed the history of the past eleven years, and has again hit a record high. The record breaking assessment roll, with utility values still to be reported, totaled \$1,644,177,794 -- an increase of \$96,483,149. This increase consists of a \$68,557,902 increase in the assessed value of land, buildings, and tangible personal property, subject to the full tax rate, and a \$27,925,247 increase in solvent credits which are taxed at 10 cents per \$100.

#### EXEMPTIONS.

The veteran, welfare, church, and college exemptions amounted to \$47,369,863. An additional loss in assessed value of \$811,950 resulted from city and state acquisition of private property.

#### LAND VALUATION.

Assessor Wolden's Land Valuation Division continued their intensive valuation studies to maintain equalized assessments. Approximately 24,500 individual parcels of land were re-assessed, resulting in an increase of \$8,281,135 in the assessed value of land to a new total of \$348,720,215.

This scientific valuation study involved field surveys which considered proximity to schools and shopping, transportation, view, appeal, topography, plottage, zoning, street work, rentals and leases, spur tracks, dockage, and all other factors used in the modern valuation procedure instituted by the San Francisco Assessor.

#### BUILDING VALUATIONS.

Building valuations of \$531,211,785, increased \$38,244,345. Of this amount, \$4,653,250 was due to the alteration and remodeling of 2,359 existing buildings. Most of the new construction consisted of homes, flats and apartments. 1,959 homes and flats were added to the assessment roll, 154 apartment buildings, and 293 commercial and industrial buildings.



In addition to valuing new construction, alterations, and remodelling, and general equalization, the Assessor's Building Valuation Division completed a reappraisal of 6,680 apartment house properties, which resulted in an increase in assessed value of \$16,544,750.

Park Merced residential community, the apartment unit project owned by the Metropolitan Life Insurance Company, now has an assessed value of \$17,277,690. This is an increase of \$3,275,790 over last year's value.

#### PERSONAL PROPERTY.

Tangible personal property valuations show an increase of \$20,656,191 to a new high of \$233,236,461. The increase is due to improved procedure of Assessor Wolden's auditing division in checking and analyzing taxpayers' filings of merchandise inventories, machinery and equipment. These items make up the classification known as "tangible personal property".

An additional "cushion" which was delivered to the Controller March 1st will help to lower the new tax rate. This "cushion" is the supplemental assessment roll. This amounted to \$6,542,781, producing \$411,540 in additional revenue. It is the result of additional assessment levied by the Assessor's Auditing Division after investigation and re-check of the previous year's filings. A large portion of this additional revenue came from Assessor Wolden's policy of sending his auditors to the home offices of eastern firms doing business in San Francisco. At a cost of approximately one percent of the revenue received by the city, local taxpayers are assured that their eastern competitors are paying their share of local taxes.

No district is exempt from personal property taxes. Because of insufficient funds, demands are not left for every householder in the city, but demands are made on everyone without exception by official notice in the official advertising section of the newspapers. The number of demands delivered in the past few years has increased by 35,649, or almost 30%.

This year's "solvent credits" total \$578,379,196 an increase of \$27,925,247. "Solvent credits" include checking accounts and accounts receivable, which are taxed at the State-fixed rate of ten cents per hundred dollars. This total will produce \$578,379 in revenue.

Questions often arise as to the percentage of value used by the Assessor. Assessed values reflect the Assessor's opinion of 50% of the worth of the property assessed. To anyone not familiar with assessment procedure, confusion arises when an assessed value is compared to an individual's sale price. Two things must be remembered; first, that an individual selling price does not necessarily indicate true value; and secondly, assessed values must be equalized and related to all assessed values throughout the city. This equalization process modifies the appraisal of an individual property. Therefore, the comparison of a sale to an assessed value of one piece of property will not always show the ratio used. The assessor accumulates information as to leases and rentals and makes a careful study of the entire area to maintain proportionate assessments.

The official Assessment Roll showing the assessed values of taxable property in San Francisco has shown an increase each year during the past ten years.

The Housing Projects pay to the City and County of San Francisco a sum of money in lieu of taxes based on an agreement with the Board of Supervisors. In 1951, the Housing Authority paid \$392,037. The highest figure paid by the Housing Authority was in 1948 when they paid more than \$418,000 in lieu of taxes.

In addition to the property owned by the city, school department, and the state, the Federal Government owns property which



would be assessed for more than \$95,000,000, if it were taxable. Assessor Wolden has been carrying on a fight for years to get Congress to pass legislation which would permit us to tax this property.

In addition to the above, the exemptions granted by state law to veterans, churches, and welfare organizations amounted to \$48,746,000 in assessed value in 1951-1952.

The Valuation Division of the Assessor's Office is constantly at work throughout the year revaluing property. With the present staff all property is examined each year. However, because of physical limitations, all property cannot be re-assessed each year. The Personal Property Valuation Division re-audits all personal property once every three years; the Land Division re-assesses on an average, 30,000 parcels of land a year, which means it takes five years to complete the entire city. The Building Valuation Division re-assesses property each year, picking up all new and remodeled structures and re-examines all existing buildings at least once in every four years. The above schedule is based on a careful study of the work-load per man per day. The only way it could be speeded up would be by the employment of additional appraisers.

All districts are re-assessed. The main goal of the Assessor is to maintain equitable and proportionate assessed values throughout the city. Since it is physically impossible to re-assess the entire city every year, the revaluation studies are programmed so that all property of the same type is re-assessed at the same time. In that way the resultant tax burden is proportionately distributed.

In concluding this report, the following statement by Assessor Wolden seems appropriate:

"The wealth of San Francisco has steadily increased for the past twelve years. I am convinced that San Francisco property, as of today, is in a sound, healthy condition. It is encouraging to see the steady growth in value of San Francisco property. Our home owners, businessmen, investors, realtors, and residents can be proud of our city and of their contribution to its growth."

Respectfully submitted,

JOSEPH A. TORASSA, Chairman

PETER HAAS,

A. CANCELLA.





5. COUNTY CLERK, RECORDER, REGISTRAR, PUBLIC ADMINISTRATOR. 1.

Your Committee having met with Mr. Mongan and his staff are impressed with the efficiency with which this entire department is operated, despite the urgent recommendations of our first report, no additional filing equipment has been added to date.

We again make an urgent recommendation that the valuable records that are in open tubs and cardboard files be transferred to steel files which can now be purchased in the open market.

The entire department should be redecorated and refurnished in a manner becoming to a department of the City and County of San Francisco.

The members of your Committee wish to compliment Mr. Mongan on his new policy of employing women in his department, provided they have the qualifications suitable for the position to be filled.

The situation regarding storage space is still critical.

Your Committee is of the opinion that we all have a big job ahead of us in the City to bring the story to every citizen and that we are a big city and have outgrown all our public buildings; most of the equipment being used, and that we must make progress and be prepared to pay the bills for it.

Respectfully submitted,

MRS. BERTHA METRO, Chairman

FRANK W. MULLEN

ROBERT A. HUNTER.



DISTRICT ATTORNEY'S OFFICE.

This Committee has investigated the work and functions of the District Attorney's Office headed by Thomas C. Lynch.

This Office is located on the eighth floor of the Lorenzo Scatena Building at 550 Montgomery Street. The District Attorney also maintains offices at Room 207 of the Hall of Justice and in the Youth Guidance Center, 375 Woodside Avenue. The staff of the District Attorney consists of approximately 60 persons, 26 of whom are attorneys.

This office prosecutes to conclusion approximately 1500 felonies per year and 40,000 misdemeanors. It also does very fine work in other fields not directly connected with the prosecution and detection of crime, such as crime prevention and venereal disease control.

We find the District Attorney's office to be very seriously handicapped for the lack of adequate office space. In this connection, we found two and sometimes three lawyers using the same office and investigators and stenographers using the law library at 550 Montgomery Street and sharing offices with persons under circumstances where the original occupant of the office should have a greater degree of privacy.

A tremendous volume of business flows through the Family Relations Department, located at 550 Montgomery Street. This department hears cases involving marital and other family differences. The greater part of these matters are settled without any resort to criminal proceedings. However, approximately 850 warrants are issued each year for such varied offenses as non-support, desertion of wife and child, wife beating, bigamy and other related matters.

In addition to all of their other duties, this office handles the investigations for the A.N.C. (aid to needy children dept.) which in turn has resulted in the annually savings to the tax payer the approximate sum of \$400,000.

Two deputies and stenographic assistance have been assigned to the Youth Guidance Center, where sex offenders against children are prosecuted.

It is our observation that the office is working at a high level of efficiency and that the staff of Mr. Lynch is very competent and industrious.

We urgently recommend that adequate office space be made available for the District Attorney.

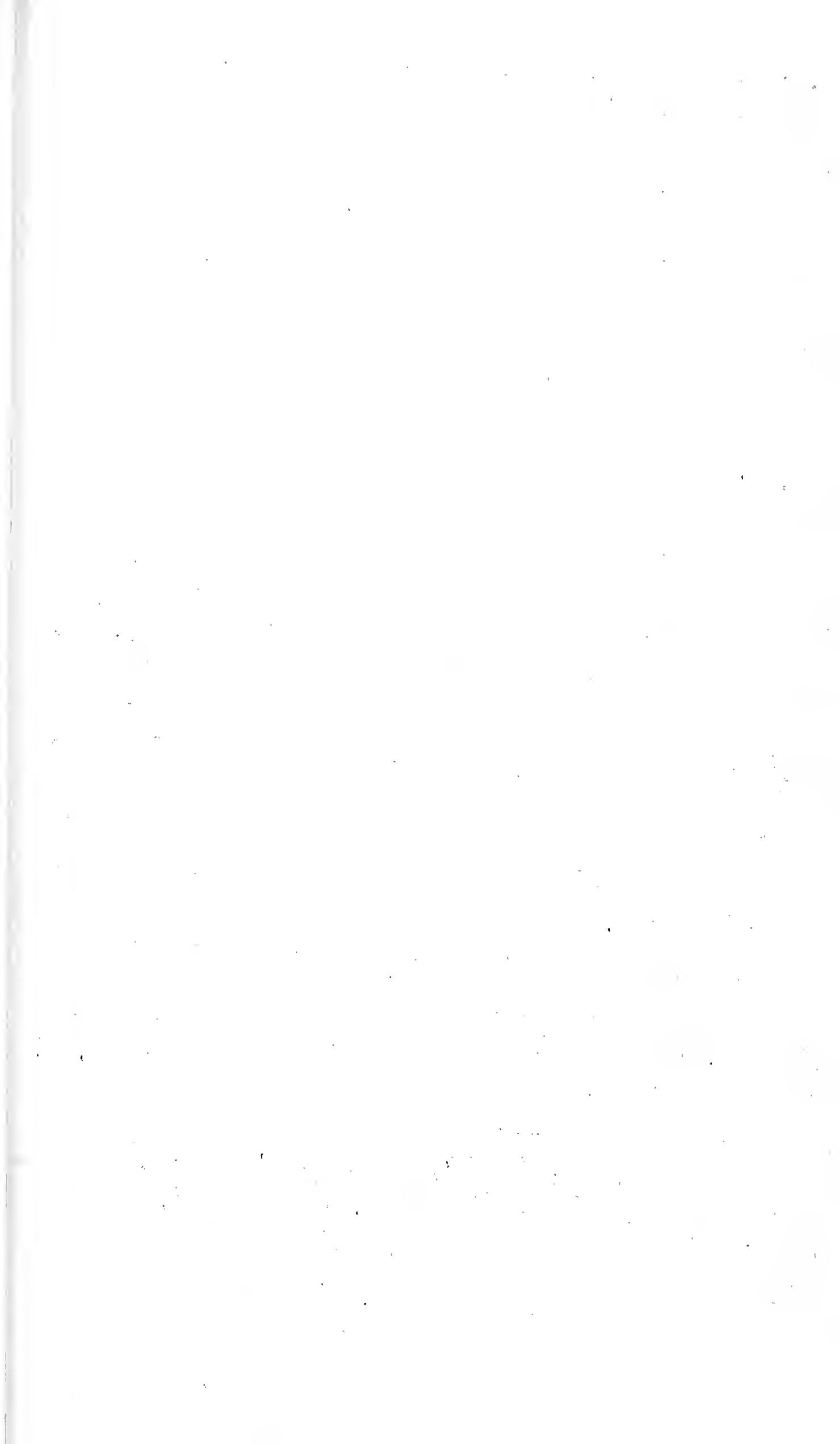
This Committee wants to commend the District Attorney for his personal appearances before the Grand Jury on extremely important cases. During the year the Grand Jury was presented cases in a most outstanding manner by the very capable Deputy District Attorney, Mr. Norman Elkington.

PUBLIC DEFENDER'S OFFICE.

The Public Defender, Gerald J. Kenny, has four deputies. They represent the indigent persons charged with felonies. The Public Defender and his deputies represent about 45% of those charged with felonies. During the fiscal year, ending June 30th, they handled 2,027 cases in the Municipal Court and 1,235 cases in the Superior Court. The reason for the difference is that some cases are dismissed in the Municipal Court and between the time that those who are held to answer to the Superior Court, some of them are able to secure money to hire private counsel.

We understand that the work in the Public Defender's office has increased about 5% over the previous year.

The Public Defender and his staff handle cases in five



Municipal Courts and the four Superior Courts. Three of the Superior Courts and four of the Municipal Courts are held at the Hall of Justice and other Superior Court and Municipal Court are held at the Youth Guidance Center. They also try cases where an indigent person who has been found mentally ill demands a jury trial.

The Public Defender and his deputies also interview indigent persons seeking advice in connection with civil matters and during the last fiscal year they gave advice to 3,760 persons. This advice, which they give, is not required by the Charter, but they feel that these people are entitled to service and guidance.

#### CITY ATTORNEY'S OFFICE.

This Committee has made careful examination into the work and functions of the office of the City Attorney during the past year. This office conducts the civil legal business of the city and county. The City Attorney acts as legal advisor to all elected and appointed officials, boards and commissions, including all of the many departments of its government and to associate agencies of government also, such as the Parking Authority, Redevelopment Agency and the Board of Education. He has acquired a substantial added responsibility as legal officer for the expanding civilian defense activities of the city and county. By virtue of a recent judgment of the Superior Court, the City Attorney has also become the legal advisor of the City and County Employees Health Service. The City Attorney renders formal written opinions to all officials and departments of the city and county government. These have numbered 160 during the current year, an increase by 50% over the year 1949. Intervening years have witnessed similar or greater increases. The City Attorney also drafts and approves contracts, ordinances and other actions of the city and county involving many millions of dollars each year, and has drafted all its bond issue legislation for many years.

Representation of the city and county in damage actions brought against it is one of the City Attorney's most important functions. His offices try one-third of all the Superior Court civil jury cases in this city and county year after year. Taking all damage actions filed against either trial or settlement, an average of about 5% of the amount of damages alleged and sought in the complaints filed. We regard this, and we find that in insurance circles it is also regarded, as an excellent record and a great saving to the city.

The City Attorney represents not only all governmental departments of the city in their legal affairs but also all the proprietary departments as well, including the Airport, the Bureau of Light, Heat and Power, the Water Department and Hetch Hetchy development, as well as the Municipal Railway.

Additional work this year has also been the so-called loyalty oath cases, in which the City Attorney has been successful in spite of the opposition of attorneys from all over the state specializing in such work.

The City Attorney's staff is substantially less in number, for the number of cases handled, than that of any staff represented in municipal attorneys' committee discussions at the convention of the American Bar Association held in San Francisco this summer and, because of the expanding legal work of the city, it is our opinion that the City Attorney would be able to render better and more economical service with a somewhat increased force of attorneys. The problem of space is also a difficult one. We found, for instance, five attorneys forced to maintain offices in one large room, with no opportunity for private interviews of witnesses or proper working conditions for other phases of the work.

We commend greatly the efficient operation of the vast, important and technical legal duties of the office of City Attorney.

Respectfully submitted,  
ROBERT B. HAMILL, Chairman,  
HAROLD FREEMON,



Superior Court:

The twenty-two judges of the Superior Court of San Francisco in both the civil and criminal departments, carry on the work of this vital branch of our civic government in an efficient and competent manner. The growth of our city is clearly reflected in the expanded volume of business handled by the Superior Court. Every effort is made by the judges and their attaches to keep pace with this increase. The report compiled by the secretary of the court, Mr. Joseph M. Cummins, shows that a total of 3,371 cases were disposed of during the past year. However, the number of new actions for damages, which form a large part of the court's work, filed in 1952 shows an increase of more than 25% over the previous year's figure, 3,100 such actions having been filed during the current year as against 2,478 in 1951. This may presage a loss of ground in the attempt to cut down the period of waiting before a case can be tried; however, the judges still continue their efforts to shorten this waiting period.

Under the very capable direction of Presiding Judge Albert C. Wollenberg, the judges of the various departments have disposed of the litigation assigned to them with efficiency, while at the same time giving all parties every opportunity to be heard.

For quite some time a need has been felt for a better approach to the very important question of the custody of children involved in divorce actions. To this end, legislation was presented to, and adopted by, the 1951 session of the State Legislature creating two positions of "Domestic Relations Cases Investigator". The statute establishing these positions provides that in any divorce action pending wherein the parties thereto have minor children, these employees make an investigation and report to the judge of the court in which the action is to be tried of all pertinent information as to the care, welfare and custody of the children involved. Thus the judge is able to obtain more complete and unbiased reports upon which to base his decisions. During the latter part of 1951 one of these positions was filled by the appointment of Mrs. Mary Maloney, and Mrs. Adeline Mills was appointed to fill the other vacancy in July of 1952. The services of these two very able employees has proved of inestimable value to the court. Since the inauguration of this procedure, over three hundred cases have been referred for investigation. This work was very closely observed for a period of two weeks, during the course of a study made under the auspices of the Inter-professional Commission on Marriage and Divorce, an organization sponsored by the American Bar Association. The report submitted to the Commission concludes that these investigators provide "a means whereby objective, constructive and thorough fact-finding and recommendations can be made available to the domestic relations judge. The excellent reception accorded to the investigators by the judges, lawyers, and various agencies and individuals in the San Francisco community demonstrates clearly the need for and appreciation of a diagnostic approach to the domestic relations caseload." Many persons are also referred to the investigators by the judges for conferences concerning various domestic troubles which do not come within the scope of their statutory activities, and Mrs. Maloney and Mrs. Mills do everything possible to try to work out the problems confronting these parties and in helping them secure the aid and services of other agencies.

The enlargement of the sphere of operations of this service should be considered with a view to the possibility of extending its activities to other branches of child custody, such as guardianships, adoptions, etc.

In particular, we suggest passage of State Legislation creating a Court Commissioner for Domestic Relations cases. This new office would have an opportunity to swear witnesses, take legal testimony, and perform other activities beyond those which are now necessarily only investigative. Separate office facilities are required with secretarial and telephone service. Presently the two investigators must do much routine work which, through no fault of





their own, takes them from more important and worthwhile duties.

As is the case with many departments of the city government, lack of space is a major problem which has faced the Superior Court for years. A survey is currently being carried on in an effort to solve this problem, and it is hoped that steps will be taken without further delay to provide our courts with the space so urgently needed for the additional jury deliberating rooms, restroom facilities for jurors, assembly rooms, and conference rooms for witnesses and attorneys, etc., which the courts must have if they are to render proper service to our citizens. Present space allotments are entirely inadequate and were outgrown long ago.

The Grand Jury previously passes two resolutions recommending increased salaries for Superior Court personnel and judges. Though the city pays the entire salaries of personnel and part of the judges' salaries, the scale of pay is set by the State legislature. The result is a lag of as much as two years in raising Superior Court salaries to a level comparable with City wage scales. A particularly serious inequity is found in the case of probation and investigative positions. It should also be noted that judges in many Eastern states receive salaries far greater than our own Superior Court judges (in one case almost double) for comparable duties and position.

The secretary-jury commissioner and his staff handle the administrative details of the operation of the court most capably. As one of its functions, this office is charged with the responsibility of interviewing over twenty-five thousand citizens every year as to their eligibility for jury duty. In the process of compiling the lists of trial jurors, every effort is made to select as truly representative a cross-section of our citizenry as is possible, on the most impartial basis and with a minimum of hardship and inconvenience to those who serve.

We wish to express our appreciation for the courtesy and cooperation shown by the presiding judge and the secretary on the occasions of our official visits to the Superior Court, and feel satisfied that the judges and attaches are doing a very commendable job in this essential department of our city and county government.

#### Municipal Court:

The twelve judges of the Municipal Court of San Francisco, under the able leadership of Presiding Judge John B. Molinari, have created a commendable record during the past year. Though the number of judges has not increased since 1930, and despite an increasing load in the court, the court calendar (the waiting period before a case is brought to trial) has been held below four months. This record appears extremely favorable in comparison with other municipalities and has only been attained through intelligent direction and diligence on the part of the judges. In this era when unfortunately an evil of many governmental bodies is continual engrandizement, it was refreshing to this committee to hear doubt expressed as to the need for additional judicial positions.

The traffic Fines Bureau, an integral part of the Municipal Court, has realized considerably increased revenue during 1952. By the end of this year an estimated \$1,900,000 will have been received for moving and parking violations, an increase of about \$300,000 over 1951. With the new schedule of fines to go into effect early in 1953, a further rise in revenue may be anticipated--on the other hand, if the more punitive fines deter parking violations and thereby reduce revenue, the true objective of the new fines will have been attained.

As has been recommended by previous Grand Juries, it is apparent to us that all Traffic Department matters should be centralized in one location. At present, moving violations are handled at the Hall of Justice, parking at the City Hall. As a



result, the public is confused and inconvenienced and the Traffic Department must incur additional and basically unnecessary costs. Some time ago funds were appropriated by the Board of Supervisors to renovate a building at 150 Otis Street, one of the purposes being to consolidate all traffic matters, including space for two courts. Unfortunately, construction could not begin at the time because of scarcity of materials; now, because of rising prices, the original funds are no longer adequate.

Another recommendation of a previous Grand Jury, in which we concur, is transfer of the Women's Court from the Health Center back to the Hall of Justice. The judges of the Municipal Court have long favored this change. We understand none of the public agencies involved has voiced objection. Although the original reasons for holding the Women's Court in a separate location may have been worthy, to our knowledge they no longer exist. Except for changing the location, no basic features of the Women's Court would be affected. Yet by such a change it is estimated conservatively that \$50,000 to \$60,000 yearly of taxpayers' money would be saved in transportation, food and salaries. Much misunderstanding has arisen over this problem. We urge that the judges continue their efforts to clarify the question and obtain agreement among all interested parties to change the location as soon as possible.

We heartily commend Judge Molinari, Presiding Judge, and his associate judges, for their capable and faithful adherence to the public trust.

#### Adult Probation:

The department is under control of the Adult Probation Committee appointed by judges of the Superior Court, and under direct supervision of John D. Kavanaugh, Chief Adult Probation Officer. The following are at present serving on the Adult Probation Committee:

Mr. Kendrick Vaughan - Chairman  
Mr. Robert Peabody  
Mr. Raymond Blosser  
Mr. Maurice Moskovitz  
Mr. Fred Jones  
Mr. Frank Ratto  
Rev. Matthew F. Connolly

In the department's Annual Report, comparison of work performance during the past five years indicates rising trends in the activities of the department, which should provide a sound basis to evaluate the needs of the department to function properly in the administration of probation.

Investigation of cases referred from court, and writing reports thereon, as well as supervising persons placed on probation is handled by a staff of fifteen probation officers. Case loads per officer during the year averaged 187 per officer, which is more than twice the capacity of any probation officer for proper work performance and effective supervision.

Beginning January 1951 to the end of October 1952, Family case loads have doubled, and collections have increased proportionately. This increase is chiefly due to the continued growth of community problems.

Recent referrals of all State Aid cases to the District Attorney's office for prosecution have led to subsequent court referrals to this department. While there have been increases in the District Attorney's staff for such investigations, this department has had no increase in staff to handle the family case loads. At the present time, approximately 52% of the family case loads are welfare cases, and an additional 15% are borderline relief cases. This latter group would be public charges partially, and possibly



entirely, if contributions were not forthcoming from probationers.

Family case loads have increased 50% in the past year. With such a large increase in case loads, it is a physical impossibility to do the concentrated investigation needed to ascertain if all defendants are paying to the best of their ability. This is very important, as in some cases it might take a family off aid completely, and, in some instances where no public funds are involved, the extra money would help alleviate any family problems which would eventually impose a burden on taxpayers.

The fact that the Reciprocal Support Act is just beginning to function in most states, and the recent referrals from this source give every indication of continued growth of referrals from this source. There are now 43 states participating in this Reciprocal Support Act.

There were 4,804 investigations last year--an increase of 12% over the preceding year. In addition to handling these investigations, probation officers are responsible for the supervision of 2500 probationers.

The present volume of pre-sentence investigation work alone is more than sufficient to keep probation officers occupied full time, if these investigations are to be thorough and accurate. However, these officers are also responsible for the supervision of several hundred probationers; in addition to which they investigate an estimated 300 requests a year for modification of jail sentences, and do much of their own clerical and stenographic work.

There has been no increase in the personnel of the accounting division in over thirty years; the present volume of monies handled is too great a burden for a single bookkeeper.

The Adult Probation Department has operated during the past five years under a low cost budget, which is a serious handicap in performing the necessary work. To remedy deficiencies presently existing in the probation setup is not only to improve the total community welfare through effective and extended probation services, but in the long this effects a huge saving of public funds.

An important phase of the work is the following statement of moneys collected on court orders:

Omitting to provide for minor children and other family support	\$ 118,365.29
Merchants, Hotels and other Commercial Restitution	85,202.96
Fines and Restitution for the benefit of the City and County	<u>86,644.62</u>
TOTAL COLLECTIONS	\$ 290,212.87

Cost of supervising an average case load of 2300 probationers per month for the fiscal year ending June 30, 1952:

Actual expenditures	\$ 114,009.26
Less:	
Fines collected - General Fund	<u>86,644.62</u>
NET COST TO CITY AND COUNTY	<u>\$ 27,365.64</u>



This statement indicates the department is self-sustaining through the collection of fines. An additional saving for the county is effected by the amount collected for support of minor children and indigent parents; since these two groups might easily become public charges if not supported by their legally liable relatives.

Estimated annual earnings of probationers total \$5,000,000.00. Being free and out of custody, these persons are able to work and maintain themselves and their dependents instead of being a burden on the community.

The present office space is very inadequate in area, to avoid cramping, more office space should be provided.

Respectfully submitted,

ANTHONY CANCELLA, Chairman,

JOSEPH A. TORASSA,

PETER E. HAAS.





With the advent of the Holiday Season we, the members of the Police Committee of the 1952 Grand Jury, are confronted by the realization that although our period of service is drawing to a close we have had the opportunity to do little more than scratch the surface. We believe we have been faithful to our trust but we are also cognizant of the fact that only at this late date are we acquiring a working knowledge of (a) valid sources of information, (b) basic problems in local police administration, (c) recognized standards for comparison of operating procedures, and (d) means for the evaluation of police accomplishments. However, despite the limitations of time and circumstance we have been able to inquire into and report upon several basic matters that we believe have a definite bearing upon the quantity and quality of public services rendered by the San Francisco Police Department.

In our preceding reports we have touched upon the following subjects:

1. POLICE PERSONNEL.

The police services performed in behalf of the people of this city are intimately related to the availability, calibre, training and direction of the police officers employed. We had occasion to review the present recruiting and training programs and to consider many aspects of the conditions of employment, it is our conviction that: (a) recruiting standards should be maintained at a high level, (b) the training program should be intensified to assure that every officer is competent to perform any assigned duty, (c) rates of compensation should be established and maintained at a level that will prove attractive to qualified applicants, provide a fair remuneration to those already employed and grant an equitable return to the older officer for long and faithful service.

We believe that no cost should be spared in the development of an active and continuous training program for all police personnel. Any attempt to curtail training in police fundamentals on the claim that either (a) limited training is justified due to the abnormal turn-over of personnel that has been common in recent years, or (b) certain personnel is being hired only on a limited-tenure basis, is fallacious reasoning. In this era of increasing police responsibility and particularly in recognition of the fact that the police department has been unable to employ its full complement of personnel since the beginning of World War II it would seem logical that this is the very period in the police service when maximum use should be made of training opportunities.

It was our impression that in view of the number of police employees processed during the last decade little effective use has been made of the "probationary period" as a means of weeding out the less desirable candidates for permanent appointment. The failure to utilize this control device has been brought to our attention unequivocally during the past year in those few instances wherein a member of the department was involved in a matter presented to the Grand Jury. Again, we wish to state that we have been gratified in the knowledge that cases of this nature are rare while incidents demonstrating outstanding police work have been many. This grand Jury has had the unique opportunity to witness many fine examples of investigative ability, the display of morale and physical courage in the course of effecting dangerous arrests, and the courteous, forthright, unbiased presentation of facts when called upon to give testimony. After weighing all factors it is our consensus that a positive application of the disciplinary power inherent in the appointing officer during the "probationary period" will effectively reduce even those few incidents wherein the marginal police officer would become involved in a delinquent act.

2. ADMINISTRATIVE PROGRAM.

The Police Committee of the Grand Jury have learned one undeniable fact and that is this - police operations in a metropolitan city such as San Francisco require constant study.



The many demands for police services are subject to such a degree of fluctuation and are so inter-mixed that the Chief of Police and his immediate aides are in need of the services of a "Planning and Research Unit". Some planning activity is presently performed by various members, but their individual areas of responsibility are poorly defined and their efforts uncoordinated. There is no "master plan" to guide this function. The benefits are not continuous nor are they consistent. It is our belief that steps should be taken in the immediate future to permit the Chief of Police an opportunity to assign competent members of his department to this essential activity on a continuing basis. Provision should be made so that this assignment can be made without stripping the line divisions of sorely needed personnel. The development of a master program in police planning to guide operations and policy decisions should materially aid in making the services more effective.

Consideration was also given to the feasibility of developing a "Public Relations Unit" to foster the preparation, evaluation and release of essential information of a police and public service nature. Here again we found activity that was already an accepted part of many routine police functions but it is not subject to overall direction and control. There have been several instances within the last year when inaccurate and unauthorized statements have been made in public only later to be proved groundless. This situation leads to unfortunate consequences in that it promotes a distrust for all releases or statements coming from the police department or its officials. The continuation of this needless practice will prove detrimental to the development of a valid "public relations" program which is authentic.

The Police Committee of the Grand Jury is satisfied that the combined effect of a properly organized and staffed "Planning and Research Unit" and a "Public Relations Unit" will produce benefits far in excess of the economic cost of the few members that would be assigned to this form of duty. The proper planning of police programs, the continuous evaluation of operational practices and the communication of the basis for the programs and the objectives sought will aid in creating an atmosphere favorable to public acceptance and compliance. Hence, it seems reasonable to anticipate that future police operations can be made effective with the imposition of a minimum of punitive action and with a maximum of public support.

### 3. POLICE BUILDINGS.

In common with every Grand Jury since 1925, we members of the Police Committee of this Grand Jury are unanimous in our conviction that something must be done to provide adequate headquarter facilities for the Police Department. The present Hall of Justice is totally inadequate to meet current needs. The design of the present structure is such that it severely limits the opportunity to effectively remodel the building so as to provide the needed work-areas. The cost of any remodelling would be prohibitive. Several recommendations have been made in the past years which while they have differed to some degree in minor detail have been consistent in declaring the need for correction of a housing situation that precludes any effective increase in operating efficiency until working space is made available to the personnel.

We have had occasion to visit the Hall of Justice numerous times during the past year to observe operations and consult with various members of the department. We have witnessed the many physical obstacles that stand between the desire of the working staff to render better service and the limitations imposed by the building and other facilities with which these same persons must work.

We are aware that the Chief of Police has included a request for consideration of a bond issue to finance the construction of a new Hall of Justice in his Capital Improvement Program for the fiscal year 1953-54. He has also asked that provision be made for the construction of a Police Academy and Training Facility. We are fully in accord with this action. We urge that a careful study be made of these recommendations and further we believe that an informed public will accept the cost of these projects as a sound investment in the future welfare of our city.



Since those foregoing recommendations were made in our first and second report we have become acquainted with several additional problems that we believe are worthy of specific mention at this time. While each individual item may not seem too important at first glance it is our finding that each embraces a situation that can be easily corrected and will produce a far greater return than the total effort needed to effect the change. By the elimination of these seemingly minor deficiencies the sign posts will be raised permitting a simpler solution to other problems that may come within the purview of a future Grand Jury.

Specialized Assignments. (technical duty qualifications).

One inequity that has long presented a knotty problem relating to personnel arises in those cases wherein a member of the department who in addition to his demonstrated ability as a police officer also exhibits a capacity to perform other duties of a specialized nature and as a result is so assigned to a specialized nature and as a result is so assigned to a specialized form of duty. The inequity arises with respect to the responsibilities attached to those unique assignments, the compensation paid for the services performed, the limitation as to promotional advancement if the member should remain on the specialized assignment, and the very real operational problem that arises when the officer assigned to one of these special duties seeks promotional advancement through normal civil service channels and as a result is transferred to other duty leaving his former post to one less experienced and probably less qualified. The above situation has a bearing on the "merit system". The question resolves itself to a determination as to whether a member performing specialized duty should be subject to civil service selection or should his choice rest with the Chief of Police. We are of the belief that the Chief of Police is best qualified to judge the capabilities of those assigned to these specialized tasks.

We further believe that some provision should be made to provide for a salary increment to be paid to members selected for special duty which salary increment would be payable to them only when so assigned and when actually performing the types of duty that justify the specialized classification. When a member performing specialized duty is reassigned to other police services not requiring special consideration his compensation should revert to that due his civil service classification.

While this committee did not have sufficient time to explore fully this situation we are satisfied that several assignments within the present police department might well qualify for such special consideration. Among the forms of duty that should be evaluated are (a) the assistant to the Criminologist, (b) the Final Report police photographer, (c) the police printer, (d) the statistical analyst - Records Division, (e) the traffic survey officer - two in number, and (f) the members assigned to the Legal Section of the department. The preceding enumeration should not be deemed as complete or exclusive, rather it is set forth to clarify the intent of our proposal. The actual establishment of the specific duty assignments must evolve after a more complete study and the declaration of certain policy decisions by the Chief of Police. In any event the number of such specialized positions should be limited. It would seem reasonable to expect that perhaps a thorough study could reveal justification for perhaps ten to twelve special assignments.

The salary increment plan as proposed would grant a rate of compensation commensurate with the skills and responsibilities required, encourage the maintenance of morale, permit a desired freedom in selection of the personnel and the over-all cost to the taxpayer would prove negligible.

During our study of the personnel situation we learned that the members of the police department are required to purchase their uniforms and equipment at their own expense. Furthermore, no provision has been made to compensate the individual officer for damage to his uniform or for loss of his equipment while engaged in the performance of police duty. Thus, through an unfortunate incident occasioned in rendering public service an officer may be



subject to bear an undue and unfair expense.

#### PATROL SERVICES

During this past year we have observed the Patrol Division in operation. We learned that several months prior to our appointment as Grand Jurors the Chief of Police instituted a major change in the routine patrol policy of the department. One-man prowl cars were made the standard of patrol service in most areas of the city particularly during the hours when service demands are light. As a result of this administrative change forty-four patrolmen were released from motor patrol and made available for assignment to foot patrol duty. The men so released were posted in areas of greatest need. This program has proven satisfactory as there has been no deterioration in the quality of motor patrol services and the availability of foot patrol is more conspicuous.

Our consultation with the Chief of Police and his immediate aides and our own observations lead us to conclude, however, that even greater effective patrol may be forthcoming if the department was supplied additional means of motor transport. Certain beat areas are still too large to be effectively patrolled by foot. In the outlying sections of the city the problems of patrol are complicated by the disperse pattern of small neighborhood stores. Last year the Chief devised a plan calling for the assignment of three-wheel motor-cycle units to each police district to augment the foot patrols. The Chief believes that additional assignments of this nature would materially improve the quality of patrol coverage available in residential areas. The Police Committee is in accord with this proposal. We urge that budgetary support be forthcoming to assure that the police department is furnished equipment to carry this program into effect.

The Police Committee is of the opinion that the former administration practice wherein the District Commanders were subject to annual rotation should be renewed. We feel that this administrative device if properly exercised will prove beneficial to the service.

#### POLICE TRAINING FACILITIES.

The Capital Improvement Program for the Police Department for the fiscal year 1953-54 contemplates some move toward seeking funds to construct a Police Academy and Training Facility. One of our abiding convictions during our term of office has been the imperative need to provide the highest type of training for the members of the police department. Police services are essentially personal services and hence the quality of the duties performed will always be in direct proportion to the competence of the individual members of the department. Police responsibility has undergone many changes within the past several decades. The future holds every promise of even greater change. Each new responsibility imposed upon the police department requires some orientation in the program and policy. Each new duty means that a new device or technique must be mastered by the police officer. Legal requirements of the law must be carried out according to the intent of the law-makers. Public relations must be preserved. Therefore, we heartily recommend that the public be informed fully of the need for adequate police training. It must be pointed out to the citizen that training must be continuous to be effective. Training is needed for all regardless of the period of service.

#### POLICE REFERENCE LIBRARY.

One problem that the police administrator encounters is the difficulty in keeping aware of the trends and developments in his own profession. This situation could be eased if the San Francisco Police Department established and maintained a repository of pertinent current police literature, etc. The police department has no library that can be resorted to for study. This deficiency is due to the combined effect of several factors; there has been no centrally located place set aside for the establishment of such a department library (space limitations being what they are in the Hall of Justice),





various units of the department have tended to their own individual needs as the occasion demands, funds have not been forthcoming to underwrite the initial cost of establishing the library, and further, the need for a library has only become a critical necessity of recent years.

Such collections of books and periodicals as are received are scattered among numerous offices for the immediate need of a select few. More benefits would accrue to a greater number of officers if a central reference library were made available. There is perhaps no other modern public service agency in local government that has greater need for continuous evaluation of the many aspects of the social situation in the routine conduct of its affairs. The police service must keep abreast of the current trends in the many fields of social science.

During the year the Grand Jury received a number of complaints that gambling and prostitution were flourishing in some sections of the city, particularly in the Chinatown and Fillmore areas. A great number of these reports were anonymous thus limiting their value. Reports were also received that a number of bars were employing "B-girls" in flagrant violation of the law.

The Grand Jury recognizes the great difficulty encountered in getting the evidence necessary to obtain convictions in such cases; however, the Grand Jury feels that a determined effort should be made to obtain such proof, and that in the case of the "B-girls" the active cooperation of the Armed Forces and the Board of Equalization should be solicited.

We also undertook the investigation of several complaints relative to reported acts of dereliction of duty and neglect of responsibility on the part of members of the police department in the enforcement of laws and ordinances.

In view of the above charges made we gave careful consideration to the findings of our investigative committees. Giving fair credence to the complaints, the information forthcoming from our investigations, and as a result of our own observations made throughout the year the Police Committee of this Grand Jury is satisfied that the City of San Francisco is ably policed insofar as its personnel and equipment permits. We have faith in the integrity of the individual officer whom we may meet. We further believe that no organized crime exists in San Francisco which in itself is a positive indication of the honesty, integrity and efficiency of the police department as a whole.

During 1952 the Police Committee had several meetings with the Chief of Police. On each occasion the Committee was received in a courteous manner and granted every assistance in the pursuit of its inquiries. The Chief of Police also arranged a meeting in his office wherein each member of the Committee met all of the Captains of Police and Bureau Heads. The members of the police department proved patient and co-operative and answered each question thoroughly without evasion or reservation. Department operations were demonstrated without hesitation. After a year of observation we, the members of the Police Committee, believe we would be negligent if we did not declare that the citizens of this city have had the benefit of a high caliber of police service that has been rendered in the face of many deficiencies and physical limitations.

Our acquaintance with the police department leads us to a sincere commendation to the Chief of Police and his officers for their demonstration of a high level of social intelligence. This city has been singularly free from incidents stemming from social unrest. Despite the rapid growth in population, the great inter-mixing of racial and social classes the police department has been able to conduct itself in a manner that has effectively avoided riotous situations and still maintained social freedom. This fact is the best evidence of a police service that is conscious of the rights of the individual and has zealously worked for the maintenance of peace and order.



In concluding our period of service we would like to make one observation relative to the final effect of our composite efforts. Our main concern at this time lies with the unfortunate history of the past Grand Juries and their findings. Each year reports are submitted for the edification of the citizens only to be given cursory attention and then be filed in the "limbo" of administrative studies. We feel strongly that these endeavors merit more attention and regret that they have had such little impact on the policies and practices in local government. If the Grand Jury is to have any meaning and if the cost in time and money is to be justified then some stimulus must be found to assure the members of the Grand Jury and the public they serve that the information developed and the proposals are given fair publication and study. We do not believe that the Grand Jury as a civic body should engage in the examination of municipal departments and interrupt the routine of services being performed unless some measure of support are given the findings. While it is true that the limited time at our disposal and the short term of our office does not permit the conclusion of any comprehensive study we do believe that our investigations point up weaknesses and defects that merit administrative follow-up. However, as citizens we are competent to judge various facets of public service and express with fair accuracy the adequacy of services rendered. In this report as well as our prior reports we have made several recommendations. We do not presume that the items discussed or the solutions offered are the only matters deserving of public and administrative attention. Neglect of Grand Jury Reports has been a common practice. This is particularly true of reports made by the Police Committees of former Grand Juries. It is incomprehensible that studies relative to the conduct of affairs of a municipal agency so essential to individual well-being have been received with such indifference.

We urge that some effective medium be employed to awaken a wholesome public interest in the work undertaken by the Grand Jury and the members of the various Committees.

We humbly submit this report to the Grand Jury as a body of the whole for its consideration and approval.

Respectfully submitted,

HAROLD R. FREEMON, Chairman,

JOHN M. SOLDVINI,

JOHN H. FALGE.



The San Francisco Fire Department is under the management of the Board of Fire Commissioners consisting of the Honorable Leo H. Schapiro, President, Honorable Walter A. Leonetti, Vice-President, Honorable Robert H. Schafer, Commissioner. Weekly meetings of the Board are held regularly and the business of the department is conducted in a prompt, courteous and efficient manner.

Chief Edward P. Walsh, San Francisco Fire Department, is a capable, proven executive whose experience in handling the affairs of the Fire Department extends over a period of thirty years.

Chief Walsh became a member of the San Francisco Fire Department January 1st, 1922. His advancement by promotional examination and Civil Service qualifications, from fire fighter to Chief was accomplished within a period of 26 years.

Despite current budget inadequacies, the efficiency of the Department has been improved during Chief Walsh's tenure in office. Improvement of departmental methods and rules, expansion of high pressure water supply system, which has resulted in reduced fire insurance premium rates, is an obvious tribute to Chief Walsh's tenacious effort to provide the people of San Francisco with an economically sound and efficient Fire Department.

The passage of the November bond issue has provided \$4,750,000 to reorganize the fire protection system and replace condemned firehouses. Prevailing conditions and recommendations cited in "Fire Houses of San Francisco, submitted by Mr. H. C. Vensano, Consulting Engineer, and the San Francisco City Planning Commission, report on a plan for the "Locations of Firehouses in San Francisco" will provide invaluable facts and information to effect the most economic allocation of the funds provided.

San Francisco is presently covered by a fire protection system consisting of 1,670 officers and men with 77 existing vacancies. Composition of 52 fire houses includes 47 Engine Companies, 18 Truck Companies, 15 Tank Wagon Companies, 4 Salvage Units, and 2 Fire Boats that are stationed along the waterfront. Moreover, this force is augmented by a Fire Auxiliary Reserve, which numbers between 300 and 400 volunteers. The first 3 of 19 new training units of Civil Defense Fire-Fighting Equipment has been received. These new units are located at #10 Engine, 3050 - 17th Street; #26 Engine, 3767 Sacramento Street; and #45 Engine, 1348 - 45th Avenue. In addition, San Francisco has one company not stationed within the city limits. This is the company that services the San Francisco International Airport in San Mateo County.

The San Francisco City Planning Commission has prepared a survey, released November of 1952, in which the following facts were disclosed: Of the 52 firehouses serving the city, 23 are structurally unsafe and must be abandoned. The great majority of the firehouses in the city are obsolete in design and equipment, or are in need of repair. The physical condition of most firehouses is poor and unsightly and the interior facilities are crowded and obsolete. Sites of many firehouses in the City are suited in size and location only to the requirements of a horse-drawn system of fire-fighting and are inappropriate for present fire-fighting methods. In general, firehouses should be distributed throughout the City so that each firehouse has a primary service area extending within a radius of one-half mile. This spacing should vary in relation to population densities, building intensities and types of construction, the pattern of traffic-ways, and with the relative degree of fire-hazard. Firehouses should be located on streets close to and leading into major or secondary thoroughfares. Firehouses should be so located that no topographic barriers require time-consuming detours within the primary service area of each fire house. Firehouses should be located in or near areas of relatively high population densities or adjacent to commercial areas where the normal activity on the streets is greater than that occurring on a residential access street in a low-density area. Firehouse sites should be of sufficient size to allow provision of adequate sleeping, eating, and recreational space for the total number of men to be housed at any one time.



Recommendations of the San Francisco City Planning Commission's report are as follows:

- (1) That an ultimate system of 46 firehouses be established to serve San Francisco.
- (2) That new sites be acquired for 20 firehouses. (Four new sites are already owned).
- (3) That 29 existing sites be abandoned.
- (4) That 22 sites be retained and continued in use. Some of these should be expanded in size.
- (5) That available vacant sites be acquired in the first stage of the program for effectuating this location plan.

In addition to the above cited Survey, the publication of the Vensano Report and Recommendation brought attention forcefully to the dangerous conditions of many of the firehouses facilities. Both reports concur in that immediate replacement be made of a number of firehouses, acquisition of new sites, and a thorough rehabilitation of others is necessary.

It is of this Committee's opinion that the plan selected upon should be sufficiently modern and adequate to meet not only our immediate but foreseeable future needs.

Your Committee feels that the San Francisco Fire Department is well organized, well trained and efficient. The officers and men present a uniformly neat appearance, they are alert and courteous, and the promptness of their response to alarms as well as the resolute manner of attacking all problems that confront them, bears ample testimony of their general efficiency in keeping abreast of all modern advancement in fire-fighting methods. The Training Program of the Department is thorough and competent.

Here are some of the subjects a qualified fireman must know: Light and heavy construction, electronics, automobiles, boilers, motors, chemistry of fire, the physics of heat, hydraulics, and many others. The addition of the fire college wherein technical education is made available in addition to the standard practical training, is showing good results, and the association of the college with the San Francisco City College gives assurance of correct teaching methods and proper coordination of the subject matter.

In conclusion, your Committee wants to express their appreciation to Chief Walsh and the Commissioners for their kind assistance and many courtesies.

Respectfully submitted,

ROBERT A. HUNTER, Chairman,  
D. DONALD GLOVER,  
JESSE M. MARKEL.





The San Francisco Department of Public Health is one of the largest health departments in the United States. The reason for this is that our health department not only provides the usual preventive medical services which are a common factor in all departments of public health, but also has charge of the hospitals for indigent care, complete emergency hospital service and a visiting physicians' service for those patients unable to pay. There are approximately 2,400 employees in the department.

The department maintains 3,600 hospital beds located in San Francisco County Hospital, Laguna Honda Home, Hassler Health Home and in the Emergency Hospital Service, which operates five small emergency hospitals. The health department also maintains eleven preventive centers.

From all this it is obvious that the Health Department is a big business, but it has become equally obvious that the department is not functioning properly, nor is it being run with maximum efficiency.

This is particularly true of the San Francisco Hospital regarding which we have recently read much in the newspapers.

The charges made by the newspapers fall into two general categories:

1. That the facilities at San Francisco Hospital - particularly the buildings - are in deplorable condition, and
2. That the operation of the San Francisco Hospital is extremely poor, and its administration leaves much to be desired.

Both these charges, to a great extent, are true.

It is our studied opinion that a realization of these deficiencies is important as a step towards discovering the reasons why these conditions exist, and then deciding what should be done to correct them.

\* \* \* \* \*

As to the first charge, we wish to point out that structurally, the buildings are in basically good condition. However, lack of paint, the deterioration of pipes, wiring and mechanical equipment has been allowed to progress to a point where large expenditures must now be made. Window sills are rotting from lack of paint, beams are deteriorating and roofs are leaking; not just in rare instances, but in many places throughout the buildings.

The cause of this condition is obvious. The amount of money requested by the Health Department for maintenance of the hospital has been chopped down with seemingly no regard for the facts or for the job to be done.

For instance, in the 1950/51 budget, the Health Department asked for \$308,000.00 for general maintenance and special projects for the San Francisco Hospital. It was allowed only \$114,500.00 - a cut of 63%.

In the 1951/52 budget, the department requested \$531,300.00 for general maintenance and special projects for the San Francisco Hospital and it was allowed only \$15,000.00 - a cut of 97%.

In the 1952/53 budget, the department requested \$470,122.00 for general maintenance and special projects for the San Francisco Hospital and it was allowed only \$171,600.00 - a cut of 63%.

During the past three years the Health Department has been allowed only an average of \$100,000.00 a year for general



maintenance and special projects for a 1300 bed hospital that would cost approximately \$30,000,000.00 to replace. During this same three years, the Health Department's requests for funds for these purposes have been cut 77%!!

Any home owner knows what it costs just to have a leaking pipe replaced; or to have some electrical work done; or to have his house painted. And every home owner knows that if he doesn't have those repairs made - if he doesn't take care of his house - he soon would have only a dilapidated wreck.

We feel that a realistic policy should be adopted toward maintenance of the San Francisco Hospital and ALL public buildings. We recommend that a fixed percentage of the value of the buildings be set aside each year for repairs and maintenance. Any such moneys not spent in one year should be carried over into the succeeding year so that sufficient funds will be available when such repairs are necessary.

\* \* \* \* \*

The second charge made is that the operation of the San Francisco Hospital is extremely poor, and it's administration leaves much to be desired.

Now let's look at some figures. For the year July 1, 1941 - June 30, 1942, the average patient days per employee year was 370. For the year July 1, 1948 - June 30, 1949, this had risen to 401 patient days per employee year, and for the year July 1, 1951 - June 30, 1952, this figure had increased again to 408 per employee year. In those 10 years, the load per employee was increased by 10%. Small wonder the patients are getting poorer service.

A good part of this increased load is due to a reduction in the work week from 48 to 40 hours. However, the Health Department has been unable to convince the appropriating bodies that on a 40 hour week it requires more nurses to care for people than it did on a 48 hour week.

Then, too, it's axiomatic that you get only what you pay for. Usually, you won't get a good job done unless you pay a fair price. But let's look at some of the salaries paid in the Health Department.

For instance, the present salary of our Director of Public Health Nursing is \$570.00. As against this, Los Angeles County pays \$608.00 and the City of Los Angeles pays \$677.00 for a similar position. This is so despite the fact that all school nursing in San Francisco is under the direction of this department, a situation which does not exist in either the City or County of Los Angeles.

Here are further illustrations. The Senior Bacteriologist in the San Francisco Health Department receives a salary of from \$400.00 to \$470.00 a month. In the State Department of Public Health, a comparable position pays \$530.00 a month. In Los Angeles, the comparable position pays \$677.00 a month. In Long Beach - \$521.00 and in San Diego, \$532.00.

The Superintendent of the Hassler Health Home has a salary range from \$650.00 to \$750.00 a month. As against this, the salary ranges for the comparable position in the following counties for Directors or Superintendents of Tuberculosis Sanitoria are:

Santa Clara	-	\$779.00 to \$947.00
Fresno County	-	\$831.00 to \$1,038.00
Los Angeles County	-	\$715.00 to \$889.00
U.S. Veterans Administration	-	\$900.00 to \$1,000.00



Now let's look at the position of Superintendent of San Francisco Hospital. This position carries a salary of \$865.00 to \$975.00. He is in charge of a 1300 bed general hospital. As against this, Santa Clara Hospital with a bed capacity of about 300 patients pays a salary range of \$13,500.00 to \$16,800.00. Monterey County Hospital with approximately 300 beds, pays a salary of \$15,000.00 per year.

This same pattern of underpaying carries through the entire Health Department right up to the very top.

For instance, in Alameda County, the position which is equivalent to our Assistant Director of Public Health (that of Director of Institutions), carries a salary approximately \$300.00 a month more than we pay here. And going right to the very top position, the Director of Public Health of San Francisco has not had a salary increase in five years.

With conditions such as those described, it is obvious that the Health Department cannot hope to get and keep satisfactory personnel, so long as people can earn more money elsewhere. Fortunately, there are many in the department who have great pride in their work and in doing a good job. It is those men and women who are making the department run as well as it is.

We recommend that two things be done:

1. All classifications and positions be re-examined and re-evaluated, and a rate of pay be set for each position so the Health Department can compete on equal terms with other employers in obtaining competent, conscientious employees, and
2. That enough additional nurses be authorized to adjust for the reduction of the work week from 48 to 40 hours.

\* \* \* \* \*

Among other conditions existing at the San Francisco Hospital which the Grand Jury found to be disturbing, were:

1. The absence of a satisfactory system to insure against admitting into the hospital any who do not satisfy the requirements as to residence, set forth in the pertinent sections of Article 3, Chapter 5, Part 2 of the Municipal Code, and
2. The absence of a satisfactory system to determine the financial ability of any person admitted to the hospital to pay, in whole or in part, for the institutional services rendered.

The failure to install and maintain proper safeguards against the abuses just described, imposes an unwarranted burden on the taxpayers of this city, and also detracts from the services available to those rightfully entitled to them.

We feel the Superintendent can improve this condition considerably by making changes in the present system. For instance, rather than have each social worker check into the financial status of each person admitted into the hospital, the Superintendent should have all such work done by one or two people, for it seems to us quite obvious that one or even two competent people checking all such cases will certainly do a far better job than by having each of the twenty some odd social workers making individual investigations.

We also feel that in an administrative position such as that of the Superintendent of the Hospital, the Administrator should



divorce himself from as much detail as possible, so that he can devote the greater part of his time checking into matters of procedure and systems employed in the hospital, and making changes wherever indicated.

We also feel that the mere fact that something has been done in a particular manner for a period of years, is no reason for assuming that it should continue so to be done, or that there is no better way to do it.

Only a consistent and continuous policy of reviewing all methods and procedures can result in maintaining an institution at peak efficiency.

\* \* \* \* \*

This report has concerned itself exclusively to this point with conditions at the San Francisco Hospital because the Committee feels that the correction and improvement of conditions at the hospital are of paramount and prime importance.

With regard to the Hassler Home, their major problem is obtaining sufficient funds for proper maintenance and upkeep, and we would suggest that the appropriating bodies inspect those premises before ruling on the budgetary requests for general maintenance and special projects for the Hassler Home.

With regard to the Laguna Honda Home, the Committee's thoughts are just the same as those just expressed regarding the Hassler Home. We wish to make specific recommendation that the Laguna Honda Home be furnished with new and modern X-Ray equipment as the present X-Ray equipment is actually unsafe. It is also our understanding that there are no stand-by boilers at the Laguna Honda Home and we feel that this condition, too, should be corrected.

\* \* \* \* \*

The Grand Jury wishes to state that despite all the foregoing, it feels the Health Department, all things considered, is doing a good job with the tools it has. The Grand Jury also feels that in any organization as large as the Health Department, situations will arise from time to time that require correction and improvement.

It is also no more than fair to point out, that none of the situations described in this report are of recent origin. They are all of long standing and were inherited by the present Director of Public Health when he assumed his present position less than a year ago.

The Grand Jury also feels that in Doctors Sox and Sage (the Director and Assistant Director respectively), the City has two fine, able and conscientious administrators who are working together as a team. They are both men of vision and honest in their thinking. This is amply proved by their willingness to recognize, and their cooperation in rectifying weak spots in their department rather than attempting to deny or cover up those weak spots.

San Francisco may well be proud to have two such able men as Doctors Sox and Sage at the head of the Health Department - and given the necessary funds and cooperation, they in turn will provide San Francisco with a Health Department of which the City can well be proud.

Respectfully submitted,

JESSE M. MARKEL, Chairman,

ANTHONY CANCELLA,

PHILIP R. FAYMONVILLE.





## 11. EDUCATION, SCHOOLS, LIBRARIES.

One of the chief obligations of today's public school is to help boys and girls develop the abilities which are essential to living well in our complex society. Boys and girls must learn how to live co-operatively with one another, and how to appreciate the American democratic heritage. It is essential to teach pupils how to make decisions based on facts. Our San Francisco public schools, with the harmonious spirit of co-operation existing between teachers, pupils and parents, are successfully meeting that challenge for the 79,000 students, exclusive of adults, enrolled in our schools.

For a sound public school education for youth, there are six fundamental objectives. These include adequate knowledge and skills, good social character for living in a democracy, good health, sound thinking, creative expression and appreciation, and adjustment to the world in which the pupil must live.

Children today have better opportunities in school to develop competence in the basic skills (the three R's) than their parents before them ever had. The three R's still continue to have top priority in public school programs in San Francisco. Children are taught by modern methods. Now, the curriculum is functional and there is great emphasis on the development of the intellect in learning. The social utility of the subject matter, both while learning and later in life, is constantly borne in mind. A definite object is to secure adjustment of the pupil to society. Teachers today, through study and research, have learned more about the growth and development of the individual child and can do a more complete job of incorporating the basic skills in a broader program of education. By and large our schools have not failed to give the city's youth a sound training in the fundamental skills.

The relation of teacher to pupil is a direct, intimate and friendly one. As we all know, teaching requires years of preparation and is not as well paid as most trades. The minimum starting salary for San Francisco teachers is \$3472. per school year of ten months. In the current (1952-53) budget, provision is made for a payroll of \$19,865,687 for the salaries of 3178 teachers and 259 administrators. The salary schedules of San Francisco teachers are among the highest in the nation. Because of this higher salary and of California's generally better living conditions, good teachers,-- the prime requisite of a good school system, -- are being attracted to San Francisco.

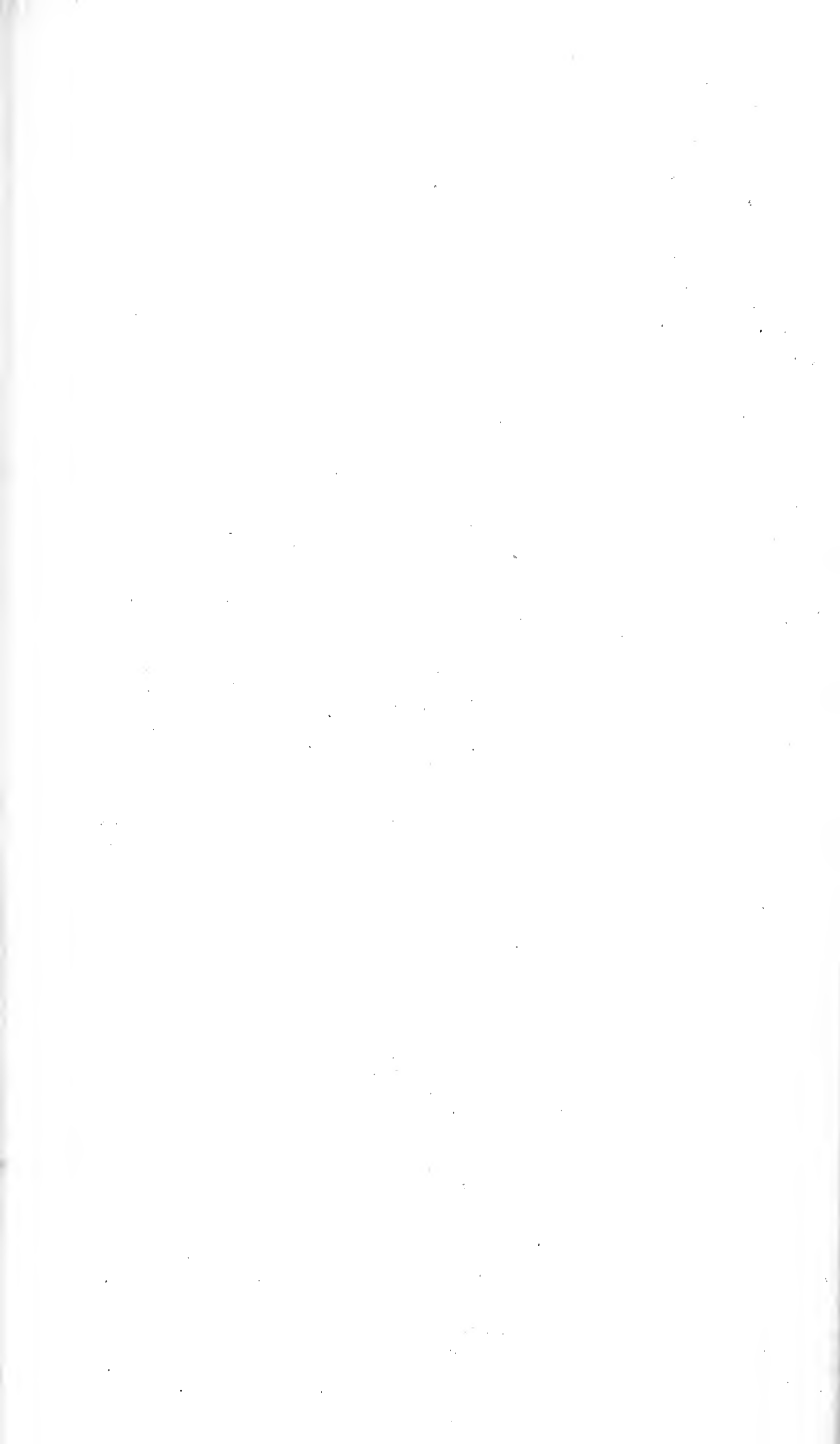
The teachers in San Francisco have a love for children and enjoy teaching. They are well-trained and competent. Their interest in teaching and alertness are stimulated throughout the year by the in-service training given by capable administrators.

Generally the number of pupils in classes is larger than is considered educationally proper for maximum efficiency. In keeping with Board of Education policy, class sizes established for elementary grades are, as follows: Grade 1 - 25, Grades 2 and 3 - 30, and Grades 4 through 8 - 35. Smaller classes with more opportunity for the teacher to spend with individual pupils is a goal to be striven for, but the large class loads can be reduced only by employing more teachers and must await the completion of the school building program when additional classrooms will be available.

The program of Adult Education to help citizens make wise decisions on matters of personal and civic importance is an integral part of free public education in San Francisco.

Approximately 60,000 San Francisco citizens are enrolled annually in adult education courses, which vary in length from a minimum of two lectures to an enrollment for the entire school year.

The offerings in the Adult program are educational in nature and include regular academic classes usually scheduled for college, university, or technical school entrance, and certain special educational services for adults in the field of vocational preparation, occupational training, Americanization, citizenship, parent



## 11. EDUCATION, SCHOOLS, LIBRARIES. (continued)

education, and some avocational classes and other needed educational services.

A school bond issue in the sum of \$48,890,000 was voted by the citizens of San Francisco in November 1948. The schedule of capital improvements calls for 26 elementary, 4 junior high, and 2 senior high schools and one vocational school projects, for city college project; for \$5,000,000 for modernizing our existing schools and for \$3,140,000 for equipment.

At the time the bond issue was approved, the Board of Education issued a statement of policy that the real property belonging to the school district, not needed for school purposes, would be sold and the proceeds used for the purchase of new school sites. Therefore, no provision was made in the bond issue for site purchases.

As of the year-end, 1952, four elementary schools (Ulloa, Miraloma, Hillcrest, and Anza) costing approximately \$1,000,000 each, 3 home schools (Crespi, Phoebe Hearst and Noriega) costing nearly \$240,000 each, to accommodate children from kindergarten through the second grade; the John A. O'Connell Vocational and Technical Institute costing roughly \$2,000,000 providing modern and functional vocational facilities to serve the educational requirements of industry in San Francisco, and the \$25,000 George Washington High School Music Unit have been completed. Twelve other projects are under construction and it is anticipated that all of the bond building projects will have been completed or under construction by the end of 1953. These new school buildings, designed by San Francisco architects, equipped with modern lighting, with restful interior painting in pastel shades, have every modern convenience and comfort incorporated into them. Where shops are installed the machines are well-equipped with safety devices.

Since the date of the bond issue, economic conditions have changed considerably. The Korean situation arose and a sharp increase in building costs and a very appreciable tightening in the availability of critical materials resulted. As some of the improvements originally planned had to be abandoned because of these trends, and as the birth rate began to soar with the advent of the Korean War, the Board of Education has authorized the Superintendent to make a study of the need for a new bond program for school construction to meet the rapidly increasing enrollments.

During the fiscal year 1952-1953, 125 schools are being operated by the school district, 87 elementary, 13 special (handicapped - hospital classes), 11 junior high, 8 senior high, 4 adult, 1 trade and industrial, 1 continuation school and 1 city college. The special schools and classes include 3 for the physically handicapped (deaf, cardiacs, and orthopedics), 7 classes at hospitals, 1 school for the mentally retarded and 2 classes for wards of the juvenile court.

School cafeterias were operated on a non-profit basis in 46 schools during 1951-52 with annual sales of \$1,123,000. During the current fiscal year the same number of cafeterias is being operated. Lunch is the only meal served. The menu is prepared by skilled nutritionists to meet one-third of the student's daily nutritional requirements.

The School District is operating 33 child care centers from 7 A.M. to 6 P.M. in 27 different locations, to care for approximately 1250 children (about 1100 families) of parents who work. Eighteen of the centers are for children of nursery school age (under 4 years 9 months) and 15 for school age children (over 4 years 9 months). The parents pay fees sufficient to defray 12% of the cost of the program and the State pays substantially all of the remaining costs.

The San Francisco Unified School District school operating budget for 1952-53 amounts to \$31,341,120. The school system's



## 11. EDUCATION, SCHOOLS, LIBRARIES. (continued)

share of the San Francisco property tax is \$1.62 per \$100 of assessed valuation.

The Education, Schools and Libraries Committee during 1952 conducted 41 meetings varying in length from one hour to one day. Some meetings were attended by as many as 11 Grand Jurors. Thirty-four of the meetings were school meetings covering field visits to elementary, home, junior high and high schools, John A. O'Connell Technical and Vocational Institute, continuation school, schools for the deaf, the crippled and the mentally retarded, child care centers, City College of San Francisco, the 33 sites for school construction under the bond program, the Administrative Workshop, adult schools, hearings by the State Senate Interim Committee on Adult Education, the Teachers' Institute, conferences about school construction with the City Architect, conferences with the Legal Adviser for schools, and attendance at meetings of the Board of Education.

It's coverage was sufficiently broad to obtain a fair over-all picture of the public school system and to draw sound conclusions as to whether or not the public schools of San Francisco are doing a good teaching job, whether they are adequately developing a sense of civic responsibility in San Francisco children and whether they are developing in them the character to lead useful lives. Based on our observations, our opinion is that the schools viewed as a whole are doing a magnificent job in these respects.

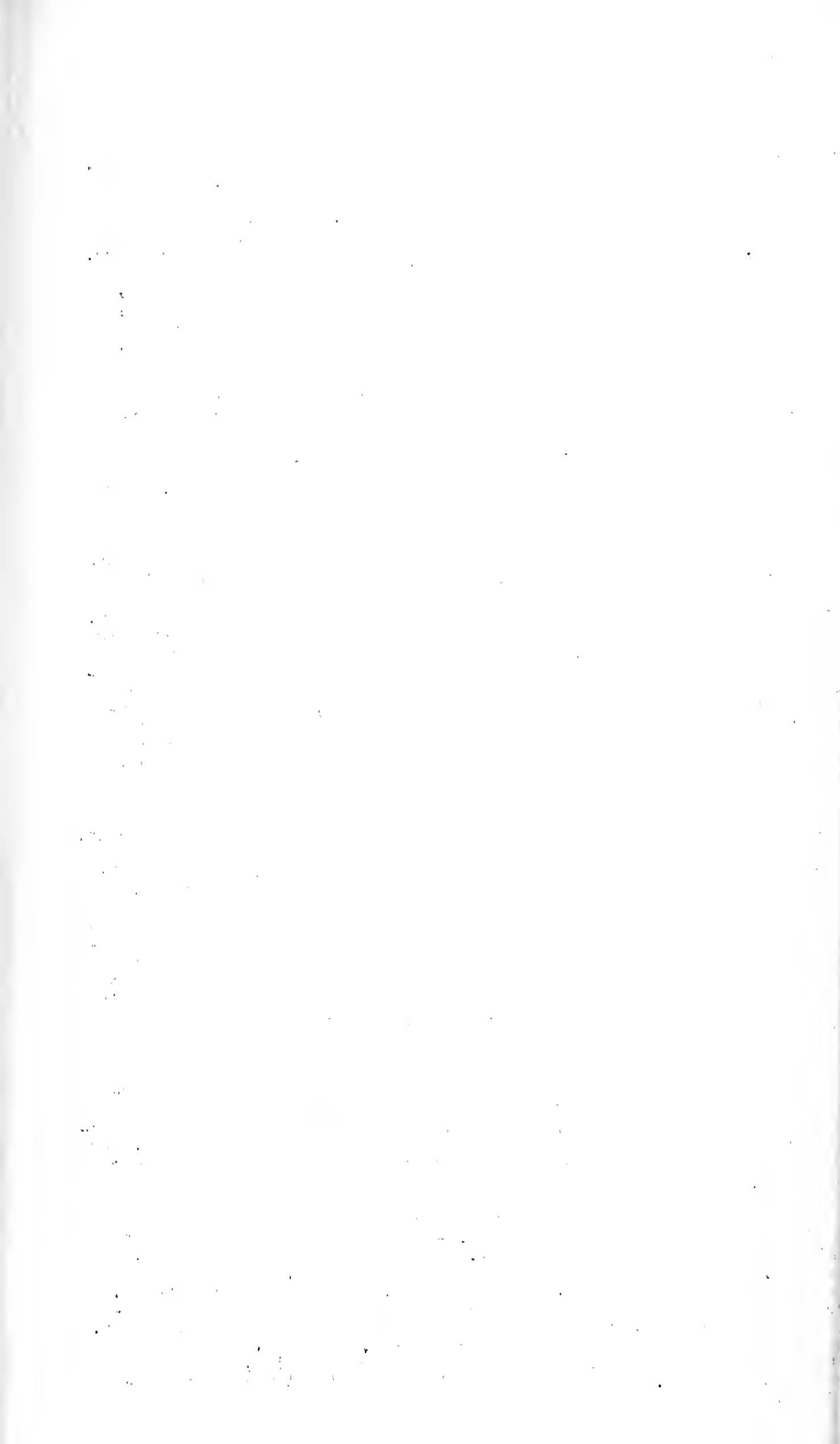
Among the elementary schools visited, Farragut and Franklin were outstanding. Farragut, located in the stable long-established Ingleside District, with Swedish and Norwegian ancestry predominating and Irish as the next largest group, has no acute problems. There are 19 teachers and an enrollment of 613 pupils in kindergarten and the first six grades. All pupils live within 10 minutes walking distance of the school. One feature of particular interest is adjustment classes. Rotating teachers travel from one school to another devoting about two hours per week at each school, teaching such subjects as lip reading, speech and music. By mingling such students with others in the various city schools, they are believed to become better adjusted to fight life's battle than they would be if segregated in one school.

At Farragut and the other schools visited it was observed that the school system is fostering the high achievement in art, music, drama, and culture for which the city of San Francisco has long been recognized. The schools are discovering new talent. They are developing a generation appreciative of the cultural values of society.

A Farragut PTA meeting with 70 mothers and teachers present was attended. This very fine chapter conducted its business meeting smartly and is a definite asset to the school. The harmonious spirit of co-operation existing between teachers, pupils and parents results in a happy school, efficiently conducted. Credit for this is largely due to Miss Helen Ward, - a calm, level-headed educator and an able administrator, who has served excellently as principal for the past ten years.

Franklin Elementary School located on Eighth Street between Harrison and Bryant Streets in an industrial district with many new-comers, where nearly all families live in small hotels under transient conditions until they are able to move into permanent abodes, has a heavy turnover of pupils. Of the enrollment of 329, 50% are negro children.

There is no difference in dress discernible between these pupils and those in other districts, - the parents of San Francisco children dress their children well. There is a marked difference, however, in the physical appearance of the children. Many of the Franklin pupils look frail. They are pale, peaked and thin looking. Franklin School conducts 2 health classes for children of normal intelligence quotient, who are recommended for admission by a physician. They do not participate in normal activities. Instead, they rest on cots for  $1\frac{1}{2}$  hours daily. They receive proper nutrition, with an abundance of milk. The gain in weight and emotional poise is gratifying.



11. EDUCATION, SCHOOLS, LIBRARIES. (continued).

A class of scholastically retarded pupils, - those having an IQ of less than 80, - was studying road traffic signals when it was visited. The teacher was holding the interest of the pupils.

A kindergarten in session with about 15 pupils in attendance was found to be an inspiring highlight. Located in a large classroom, the teacher at the piano was singing, the children joining in, "I want a lollypop", "I am a frog", and other simple songs, many of them requiring calisthenics, dancing or other exercise. None of the children were self-conscious. They co-operated 100%, apparently adoring their young teacher, with her magnetic personality. Attendance at kindergarten is not compulsory. If there are children in the city who are eligible to attend kindergarten, who are not doing so, they are missing a golden opportunity of becoming happily adjusted with other children of kindergarten age.

The teachers in Franklin School have a challenge and a heavy responsibility. Mostly, they are older and more experienced teachers and they are very loyal. Many travel considerable distances from their homes in outlying districts because of their great interest in this particular group of children for whom they are doing so much. Franklin School is making a great contribution to our social system by doing a magnificent job of training its pupils in citizenship under trying conditions. Miss Bessie Carmichael, the principal, deserves commendation.

At the other extreme in public school educational offerings is City College of San Francisco, located at Ocean and Phelan Avenues, a junior college established in 1935 with a present enrollment of 5,6000. The campus now has 3 beautiful buildings, - the Science Building and two gymnasiums. Cloud Hall, a class-room and library building to cost \$2,500,000, is now under construction and plans are being drawn for the first unit of the Student Welfare and Administration Building. The shops and laboratories are particularly well-equipped, furnishing a seemingly ideal setting for student research and study. Two of the unique courses offered are the Hotel and Restaurant Course, in which every phase of hotel management is taught, and the Floriculture Course, in which the students spend the major part of their time at practical work in the greenhouses. These splendid courses have been acclaimed nationally and help keep San Francisco a leading hotel and restaurant city and a great flower center. City College is being smoothly and efficiently operated by a superior administrative staff and an excellent faculty under the fine leadership of President Louis G. Conlan.

A visit to Gough Oral School for the Deaf is an unique and a moving experience. The name "oral school for the deaf" applies to the method of instruction. Pupils are taught to read lips and to talk. They learn a vocabulary of 150 words before they begin language instruction. Speech is taught by a study of lip formation. Sounds are taught by feeling of the throat and getting the vibration. There is no way to teach inflexion. The sign language is not taught.

There are currently 51 pupils enrolled, ranging in age from 3 to 14 years. Each child has hearing which is impaired from 60% to 100%. The course covers from nursery school (about 3 years pre-school age) through the 6th grade. Classes are limited in size to 8 or 9 pupils. Only one of the classes has educationally retarded pupils. Due to their deafness, all deaf pupils require about 3 years more than do hearing children to complete the first six grades.

The men and women teachers are young, patient and skilled. Not only do they possess full teaching credentials but, also, they have special credentials for teaching the deaf. They are assisted in classes by some mothers who attend with their deaf children and who work with the teacher. At night the fathers and mothers are given instruction.

Gough School is well equipped with hearing aids and teaching devices. The cost per average daily attendance at Gough School amounted to \$1,073.91 during 1950-51, as against \$274.95 per A.D.A. at elementary schools, but the commendable results at Gough in teaching these alert, most attentive, eager to learn, deaf children fully





11. EDUCATION, SCHOOLS, LIBRARIES. (continued)

caveman to the abstract.

The City Librarian is Mr. Laurence Clarke, who is performing an excellent administrative job. The active and alert staff is not only well-trained and highly skilled in its professional duties, but also alive to its responsibilities and courteously anxious to be of assistance to all who wish to avail themselves of the outstanding services and facilities that the Library has to offer.

The Library Commission, charged with over-all responsibility for efficient operation of the Library, is composed of a hard-working, conscientious group of civic-minded citizens, with Mr. Sam Markowitz as President, appointed by the Mayor and serving willingly without remuneration. They hold an excellent record of attendance and are doing a commendable job.

Respectfully submitted,

JOHN H. FALGE, Chairman,

PHILIP R. FAYMONVILLE,

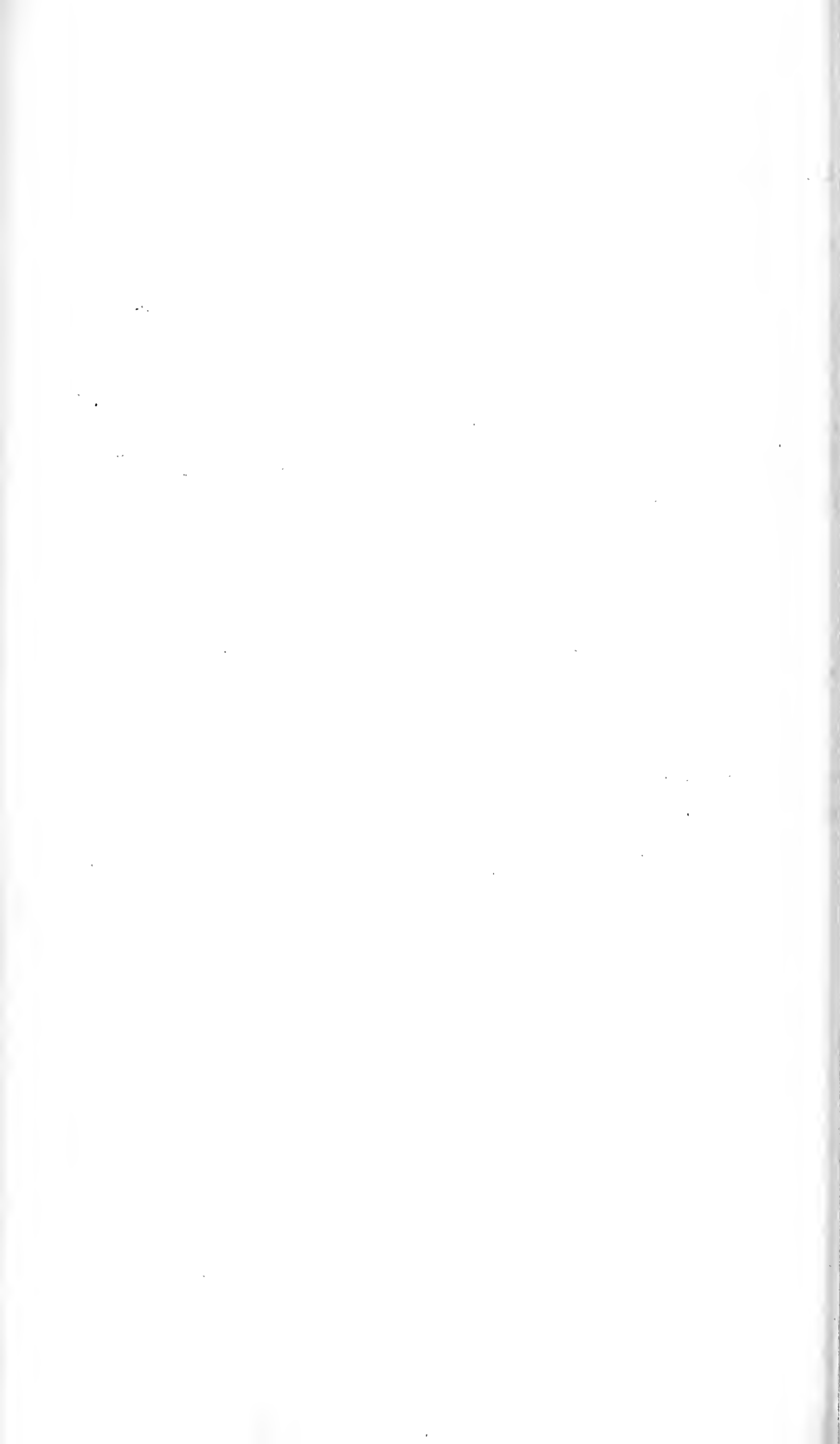
ROBERT HAMILL,

BERTHA METRO.

December 15th, 1952.

Adopted this date.

HAROLD A. MEYER, Secretary,  
1952 San Francisco County Grand Jury.



YOUTH GUIDANCE CENTER.

The committee or its individual members met on several occasions with the administrator and/or staff of the Youth Guidance Center during 1952. The purposes of these visits were to investigate the management methods of the Center, the staff performance in terms of efficiency and the general condition and use of the physical facility.

During all of the above-mentioned visits the Committee was well received with courteous response to such investigation as was under way. The Judge of the Juvenile Court, Honorable Milton D. Sapiro, under whose guidance the Center must operate gave a great deal of his time and attention to the satisfaction of the Committee in discussing in detail the operations of the institution and how it has developed.

The Youth Guidance Center in the opinion of the Juvenile Committee is very capably operated with great concern on the part of the Judge and general staff to the care and handling of the juvenile cases under their jurisdiction.

There are two distinct types of cases involving youth that are administered by the Juvenile Court. These are in general definition those cases involving youthful crimes or misconduct and those whose initial cause is precipitated by some act or action of parents against the best interest of the child.

In both of the above areas of care the staff of the Youth Guidance Center and the Judge of the Juvenile Court provide a maximum schedule of activity designed not alone to give society its protection from juvenile delinquency but to perform a rehabilitative service for the youth involved.

With reference to juvenile delinquency cases it is to be noted that the Youth Guidance Center acts simply as a facility of detention. Temporary care and judicial aid is given to the ward as directed by the laws of the City and County, until such time as when the child can be released or transferred to a more permanent location suitable to the need or requirement in the individual case. By reason of the fact that the Youth Guidance Center is not a maximum security institution for juveniles it is not constructed to perform as an escape proof facility. This has from time to time involved the center in criticism or controversy that is unjust but results from misunderstanding.

The time that is necessary in processing cases and the subsequent transfer of juvenile law violators to other institutions greatly handicap the physical facilities of the Youth Guidance Center. The normal capacity is estimated to be about one hundred and ninety occupants but the retention of cases ready for transfer and the constant entrance of new cases tax the space of the institution beyond normal expectancy. The staff effects these transfers as rapidly as possible but find it necessary to make repeated compromises with cases of minor violations where the child charged with some form of misconduct cannot be detained for lack of adequate space. However, the staff maintains a direct connection with all cases in their area of competency therefore with cases where releases are dictated for any reason follow-up procedure is invoked.

Working with neglected children is a great and constant duty of the Youth Guidance Center. The care as far as staff functioning is involved is efficient, warm and considerate. These children through no fault of their own become wards of the Court and must remain in the Youth Guidance Center until some proper adjustment can be made with reference to their care and supervision. This is performed through transfer to institutions or the provision of foster home care. The personnel responsible for the security and protection of the neglected children at the Youth Guidance Center are in the main conscientious, affable and efficient.

Concerning the educational aspects of the Youth Guidance Center, the committee found the relationship between the staff and



the young people adequate, sound and potentially rewarding. The provision of teachers by the County Board of Education insures a basic conformity of materials and methods of instruction at the Center, to that in the public schools.

In investigating the physical structure and use of the Youth Guidance Center the Committee found certain conditions that warrant the attention of the Grand Jury. With respect to the general plant itself there is a greater need than is met at present for repairs and improvements. Due to oversight or lack of knowledge originally the land on which the buildings are erected was not provided with adequate drainage systems. During heavy rain deposits of water drains into some of the buildings and cottages creating damage to floors and equipment as well as an uncomfortable atmosphere for inmates and staff. Much need is indicated for an adequate drainage system in the protection of both property and persons.

Retaining walls are recommended to prevent earth slides onto the roads and against buildings during the rainy season. One road at the rear of the institution was covered by a landslide that made the use of its service impossible for months. Drainage sewers are constantly clogged by erosion in rainy seasons.

The general use of the buildings, land and equipment is adequate and efficient. There is one glaring instance of misuse of both equipment and space that should in the opinion of this committee be corrected.

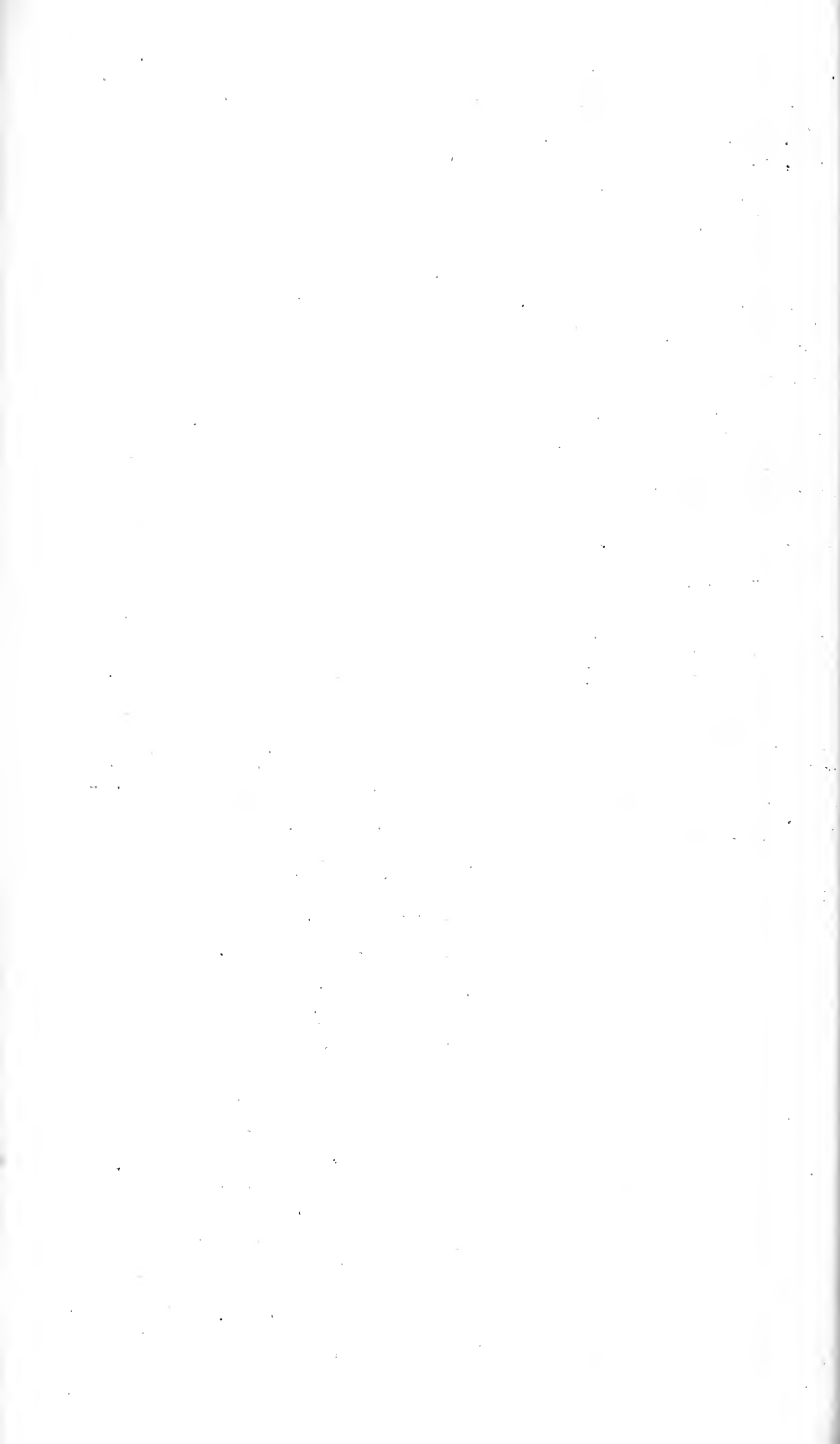
In the cottages of the neglected children there is a completely assembled kitchen that is not utilized. It is reported that this kitchen formerly served those cottages but a cut in budget made it necessary to discontinue its use. As a substitute, foods are brought from the main kitchens through open areas on food carts. The carting equipment is not developed with proper covers for outside employment and consequently does not give efficient protection to food thus transferred. This fact provides a health hazard that could under some conditions effect the lives of the children for whom the food is intended. The budget item necessary to the restoration of the service is less than ten thousand of dollars per year. The committee recommends that the needed funds be reinstituted for the necessary protection of the neglected children.

Whatever must be done to improve the conditions as cited above should be engaged upon as soon as time and funds will permit in order that both the health and welfare of the children are insured and the physical property maintained efficiently.

The Committee wishes to commend Judge Milton D. Sapiro and the staff of the Youth Guidance Center for their conscientious work toward youth instituted to their care and supervision. It further wishes to express its gratification for the knowledge that the City and County of San Francisco operates and supports one of the finest institutions of this type in the United States.

#### JUVENILE BUREAU OF THE SAN FRANCISCO POLICE DEPARTMENT.

Under the general supervision of Chief of Police Michael A. Gaffey and directed by Captain John Meehan, this department is one of the most important in the field of Juvenile responsibility. Operating with Captain Meehan and under his direct supervision are twenty-two police officers and nine police women. This staff has a great flexibility in its uses that makes it invaluable in the control of juvenile crimes and misdemeanors as well as assisting other Divisions of the Police Department in controlling other crimes and vices. The effective use of the personnel of the Juvenile Bureau is enhanced by the absence of formal police dress either on the person or the vehicles used in the juvenile service. With particular regard to the police women, (and all are attached to the Juvenile Bureau) their services are of great advantage to the city in



12. JUVENILE DEPARTMENT.

3.

effecting arrests where men would be suspected if involved. They are detailed as a routine assignment to cover areas of theft, burglaries, abandonment of children and run away youth. In addition they are often loaned to other departments for their special abilities.

The Juvenile Bureau is responsible for investigation of all crimes involving public school personnel or property. This Bureau is not generally concerned with youth beyond the age of seventeen years. All areas of Juvenile activity are screened and scrutinized by this police unit in an effort to prevent and control the increase of crimes against youth or those committed by them.

From our observation crimes involving youth as participants or the aggrieved have not increased disproportionately with the growth of the population. It has been shown, however, that there seems a tendency toward an incline in the use of narcotics and intoxicants. Many of the conflicts between youthful groups have been intensified by the use of one or both of the above vices.

A closer control or the ultimate elimination of sources administering narcotics and intoxicants to minors is indicated as an absolute necessity. More severe penalties are recommended against the violators of the "sale of intoxicants to minors", section of the Welfare and Institutions Code. The laxity with which these violations are often viewed is in our opinion a direct contribution to the moral and/or criminal offenses of minors. We would recommend that the proper authorities act to increase the penalties for crimes so committed and a closer policing of those areas where such criminal acts are likely to be committed.

We wish to commend the Chief of Police and the Juvenile Bureau for their outstanding service to the City and County of San Francisco in the field of youthful activity with particular reference to criminal control among youth.

Respectfully submitted,

D. DONALD GLOVER, Chairman,

ROBERT A. HUNTER,

JOHN H. FALGE.





### 13. PUBLIC UTILITIES.

1.

Interim reports covering the operations of the San Francisco Municipal Railway and the San Francisco Airport were submitted by your Committee under dates of April 28th, 1952, and September 22nd, 1952.

There have been no developments in these two utilities requiring further comment save the failure of the Municipal Railway bond issue proposal to receive the necessary two-thirds vote in the November election. Our favorable report on this proposal was unanimously approved by the Grand Jury on September 29th, 1952, and we remain of the opinion that our position was sound. We are therefore in agreement with the Mayor and the Public Utilities Commission that the proposal should be resubmitted at the earliest election and we recommend to the Board of Supervisors that they take the necessary steps for such resubmission.

Your Committee also notes with satisfaction that rapid progress has been made on construction of the new terminal building at San Francisco Airport since the inspection of these properties by the Grand Jury last spring. Early completion of this project will have an important bearing on the operating revenues of the facility and in relieving greatly over-crowded conditions affecting both passengers and operators.

### WATER DEPARTMENT AND HETCH HETCHY SYSTEM.

All members of your committee and twelve other members of the Grand Jury inspected the San Francisco Water Department and Hetch Hetchy system properties September 4th to 7th, inclusive. We feel that all those who made the trip were favorably impressed by the excellent management of these facilities as well as the soundness of long-range planning, the permanence of construction and the excellent house-keeping throughout these projects.

In our scores of contacts with employees, we found them not only enthusiastic and loyal in their work but unfailingly courteous with all their public contacts -- an example which might well be emulated by others in both public and private employment.

The rapid development of the Cherry River Valley project, which is part of the long range program assuring San Francisco of an adequate water supply for generations to come, it to be highly commended.

### GENERAL.

While the Bureau of Light, Heat and Power is largely a service organization for other municipal departments, it also has charge of street lighting and the heating and lighting of municipal buildings. That its duties are ably performed is attested to by the fact that San Francisco has one of the best street lighting systems in the nation. Aside from all other considerations, this has been an important feature in reducing the accident toll on the city's streets and as a deterrent to crime.

It is worthy of comment that all utilities under jurisdiction of the Public Utilities Commission with the exception of San Francisco Airport, are on an entirely self-supporting basis. In addition, airport revenues are considerably exceeding budgeted estimates. It is the hope of management within the next few years to have this utility, also, self-supporting. Success of this program should be considerably enhanced by completion of the new terminal building, which will be a source of additional income.

Your Committee wishes to thank Utilities Manager J. H. Turner and his staff for the co-operation they have given us in the course of our studies of utilities operations.

Respectfully submitted,

BERT G. BURMAN, Chairman

LLOYD F. BROWN.



There is presented herewith the final report of the Public Works Committee of the 1952 Grand Jury.

The Committee has witnessed the functioning of the design and administrative sections, as well as the maintenance bureaus of the department, and has inspected many of the larger Public Works jobs now under construction, including the Broadway Tunnel, the Sewage Treatment Plants, and a number of the track removal and highway projects. It has had many informal talks and conferences with the Director and has discussed with him and some of his assistants the workings and the problems of the department. The report of the "Little Hoover Committee" prepared by the firm of Griffenhagen and Associates on the Department of Public Works has been reviewed with no little interest. The report, in the opinion of this Committee, is a fine one containing many recommendations for increasing the efficiency of the department. A number of these have already been put into effect with a considerable saving to the City. Other recommendations must wait until funds are provided to obtain the additional help or equipment necessary to put them into effect. We found that the Director and his immediate staff are conscientious and hard working and really show a deep interest in their jobs and we believe that this department will continue to improve under their guidance.

The Department is divided into nine separate bureaus operating under Mr. Sherman P. Duckel, Director of Public Works, and his two assistant directors, Mr. Frank W. McKenzie, Administrative, and Mr. Lawrence J. Archer, Maintenance and operation.

The volume of work being controlled by the Department is still heavy and consists of the planning and construction of all types of public improvements. During the year approximately \$10,400,000 of construction was handled by the Bureau of Engineering, including sewers, sewer tunnels, viaducts, traffic signals, track removal, channelization, and street reconstruction. During the same period the Bureau of Architecture was controlling the construction of \$16,109,000 worth of new school contracts, as well as \$420,000 of miscellaneous projects with the Fire, Police, Health, Library, Recreation-Park, and other City Departments.

Some of the larger construction projects in progress or completed during the past year were:

The North Point Sewage Treatment Plant was completed at a cost of \$8,725,000. The Southeast Sewage Treatment Plant was also completed at a cost of \$6,806,000. The Broadway Tunnel, which was opened to traffic on December 21st, 1952, cost approximately \$7,500,000 including the right of way.

The removal of abandoned car tracks and the reconstruction of the streets thereat was in continual progress with approximately 71% of the proposed projects completed or under way.

Contracts for the construction of the Southeast Collecting Sewers System approximate \$2,000,000 in value.

Miscellaneous projects amount to about \$2,000,000.

The volume of private building construction in the City amounted to approximately \$47,000,000. The Bureau of Building Inspection checked and approved the plans and inspected the construction of this work including all electrical and boiler installations. The Central Permit Bureau issued building permits after collecting the proper fees.

The operating and maintenance bureaus include Building Repair, Sewer Repair, Street Cleaning, and Street Repair. These Bureaus operate from their offices at 2323 Army Street and handle the day-to-day maintenance of public buildings, sewers, and streets. The Bureau of Accounts has its main office at the Army



Street location and has a small force in the City Hall.

The present antiquated asphalt plant, which is 36 years old, is due to be replaced next year with a new plant now in the final stage of design by the Bureau of Engineering. It will be located on property adjoining the Southeast Sewage Treatment Plant.

The constant increase of motor vehicles in San Francisco, together with those brought into San Francisco each day by the large number of commuters, is creating ever increasing traffic problems. Although the department is now performing quite a large amount of street and highway work most of its projects are of district caliber. While they do benefit the immediate area in which they are located this committee believes that steps should immediately be taken to undertake the larger freeway and major thoroughfare improvements as presently indicated by the department on its overall master plan.

Much time was spent in the investigation of the operations of the department and we do realize that it was not possible to cover all of the many and varied functions of the department, but we believe that the first recommendation that we hereby make will, if followed, improve the already efficient operation of the department, while the other recommendations will aid the flow of traffic between districts and make San Francisco a better place in which to live.

#### RECOMMENDATIONS:

1. The recommendations of the "Little Hoover Committee" as contained in the Griffenhagen Report on the Department of Public Works should be put into effect wherever possible. We realize that this will entail the spending of some additional City funds, but these costs will readily be offset by the savings which will result and by the increase in efficiency of operation of the department.

2. The Market-Portola improvement should be undertaken immediately. This is a much needed project and its completion should be no longer delayed. In the past ten years the traffic on this street has increased from 7500 vehicles to 16,800 vehicles in a 12-hour period, or an increase of 220 percent. Meanwhile, the southwest section of the City continues to grow while the intermediate section around Twin Peaks is being rapidly developed. This major thoroughfare should be physically widened to provide four lanes for vehicles, two parking lanes, and a median divided strip.

3. The construction of the Mission Freeway from Alemany Boulevard to the Central Freeway should be started as soon as possible. This is a multi-million dollar project which will require possibly eight or ten years to complete. It will provide another much needed connection into downtown San Francisco from the south.

We have enjoyed our tenure as members of the 1952 Grand Jury and it is with no little regret that we tender this, our final report.

Respectfully submitted,

BERT G. BURMAN, Chairman

JESSIE M. MARKEL,

D. DONALD GLOVER.



Board of Supervisors:

The Committee has reviewed the functions of the Board and on numerous occasions has attended and observed its meetings and those of its committees. It has also studied operations in the Clerk's Office.

In General the functions and operations of the Board of Supervisors, its record of action and achievement, appear good. Obviously, under a democratic system it is impossible for a legislative body to perform to the satisfaction of all constituents within its jurisdiction.

Generally, the Board members are conscientious, punctual and attentive to their official functions and this despite the fact that compensation for their services seems inadequate.

Supervisors are required to devote considerable time hearing and considering representations of the people of San Francisco, possibly in much greater measure than is the practice in other communities.

Under the San Francisco Charter, the Board of Supervisors' jurisdiction is limited almost entirely to legislative functions. Necessarily, of course, supervisors' decisions, particularly in regard to fiscal matters, are reflected in the administration of local government. It would appear that, consistent with the best interests of the public, the supervisors have provided adequate means for administration of local government on an efficient basis.

This Committee views with some concern the considerable number of amendments proposed to the Charter at each succeeding election. It appears to us that in addition to the necessity for renewed effort on the part of the Charter Revision Committee, further time and study should be devoted to future proposed charter amendments and bond measures. Too often proposals appear on the ballot at the last minute without opportunity for adequate analysis and discussion by interested individuals and agencies.

Some thought should be given to the charter provision concerning declarations of policy. Under its present terms, 4 members of the Board of Supervisors can submit a question to the electorate which, when answered in the affirmative, must be made effective through ordinance by the Board of Supervisors.

This Committee notes with disappointment the retarded progress in compiling a uniform and unified municipal code. The present systems of codes are, in many cases, archaic and confusing; in particular they are not unified in one overall code. We urge cooperation of the various administrative departments so that this objective may soon be accomplished.

This Committee commends Mr. Dewey Mead, President of the Board of Supervisors, on the fine manner in which Board meetings are conducted. We wish also to thank Mr. John McGrath, Clerk of the Board of Supervisors, for his assistance during the year and to congratulate him on the efficient and able way that his office is maintained.

In conclusion, we call attention to our Special Report, which is a part of this annual report.

Sheriff:

The Committee had a number of meetings with Sheriff Gallagher and his assistants. We were impressed with the able manner in which Mr. Gallagher took over his duties of Sheriff when he was appointed to this office early in the year. Numerous changes and improvements have been made throughout the various operations under his supervision.

A majority of members of the Grand Jury visited County





Sheriff - (cont'd):

Jail #2. Generally speaking, all expressed approval of the manner in which the jail was functioning, particularly with regard to cleanliness and security. Some concern was expressed over a seepage problem in the basement of the adjacent women's jail. Doubts were also raised regarding safety considerations involved in the individual locks in the women's jail; lack of a master control could result in disastrous loss of life in the event of fire or similar calamity.

The most important question in the minds of the Grand Jurors was the almost complete lack of a rehabilitation program. Other than the opportunity for a minority of inmates to participate in the gardening project or limited recreation, there was little to do except wait out their time. It was indicated that because of the comparatively short sentences of most inmates, a rehabilitative program would be difficult to administer and of doubtful value. We are, of course, without experience to judge the validity of this statement. We strongly suggest, however, that this question be studied further to determine practice in other similar institutions to which minor offenders are sentenced.

The farming program has been very successful in providing vegetables for the jails and, at certain times of the year, for other city institutions such as the County Hospital and Laguna Honda Home. Not only does this provide healthful activity for a number of the inmates but it also provides advantageous savings to the taxpayers.

The Committee was pleased to learn that Mr. Gallagher is continuing the policy of returning to the city's general fund the various fees which he is entitled to receive.

We commend Mr. Gallagher and his capable assistants for the able and constructive manner in which the duties and responsibilities of the Sheriff's office are conducted.

Respectfully submitted,  
PETER E. HAAS, Chairman,  
JOHN H. FALGE,  
MRS. BERTHA METRO.



Attention has been drawn recently to certain practices of some members of the Board of Supervisors which principally involve (1) appearances before local boards and committees and (2) suits against the City and County. In response to an inquiry from the Board, the City Attorney has ruled that such practices are now illegal under Sections 22 and 282 of the Charter. He does state, however, that engaging in these practices can subject the individual supervisor and the Board to adverse criticism. It is evident to us that such activities, though now illegal, present serious problems of ethics and good governmental procedure.

As pointed out by the City Attorney, all boards and commissions, their heads and personnel, are subject to direct or indirect control by the Board of Supervisors in connection with appropriations, salaries, etc. Funds for certain types of suits and claims must be specifically approved by the Board. Settlements of suits can, of course, be agreed upon between the City Attorney's office and a supervisor lawyer without resort to further court action. In fact, this same type of situation occurs in criminal actions involving the District Attorney's office and lawyer members of the Board who may represent clients in such cases. Though both parties may lean backwards to prevent their relationship from affecting the final decision, even this may incur injustice for either side.

It has been argued that to prevent supervisor lawyers from participating in such suits would work undue hardships since the office of supervisor is a "part-time" job with low pay. It should be pointed out, however, that a position of public office necessarily involves limitations which do not bear upon a private citizen. An aspirant for supervisor's office seeks this position voluntarily and in so doing voluntarily imposes upon himself such limitations. Many lawyer members of the Board have studiously avoided suits and actions involving the city; criticism can be directed only toward a minority who appear to take the opposite viewpoint.

The Board of Supervisors is presently considering a rule which would prohibit members from engaging in such practices. It has been suggested that a rule without penalties would be useless, that the only effective means would be a Charter Amendment. Though we believe a Charter Amendment may be the eventual solution this is a long and time-consuming procedure. It would seem that a rule passed by the Board to govern its own conduct is at least the first step. The Board and its members could thereby indicate for the record their opinion concerning what we believe to be a proper code of governmental ethics. We strongly believe that no supervisor would knowingly violate such a rule and subject himself to the violent and public criticism that would inevitably develop.

Subsequent to approval of the above report, the Board of Supervisors has tabled the proposed rule limiting activities of the members. We strongly deplore this negative action of the Board and urge that the matter be reconsidered at an early date.

Respectfully submitted,

PETER E. HAAS, Chairman,

JOHN H. FALGE,

MRS. BERTHA METRO.



16. CIVIL SERVICE, CITY PLANNING, WELFARE BOARD, LEGION OF HONOR, ART AND OTHER COMMISSIONS.

CITY PLANNING DEPARTMENT:

1.

The City Planning Commission and the Director of Planning, Mr. Paul Opperman, have contributed very greatly to the welfare of San Francisco during the past year.

Much of the work of the Commission has been concerned with the application of our zoning laws. Individual requests for re-zoning have been patiently heard and carefully analyzed by the Commission. Public hearings have been held and additional first-hand knowledge has been obtained through frequent field trips by the Commission.

Decisions have been reached in a spirit of fairness, with due recognition of individual property owners desires and neighborhood feelings as well as with due regard for the obligations of general civic improvement.

The wisdom of the Commission's action has been questioned in a few cases, such as the action on advertising billboards along freeways.

The Director of Planning and his staff have worked tirelessly on a large number of projects for presentation to the Commission for approval and action.

The most far-reaching of these projects is probably that for an extension of Civic Center. Funds required for completion of this essential work were denied by the Mayor and the Board of Supervisors, thus delaying the project for many months. Although short-handed and overloaded with work, the Planning Office has made some progress on the preliminary stages of this project.

Study of Firehouse Re-location was completed and published.

The fourth draft of a proposed Zoning Ordinance was published for study. It is a 64-page book which includes in appropriate form many of the suggestions received after publication of previous drafts.

Zoning Enforcement measures were discussed and listed, as a result (in part) of complaints against illegal bill boards.

Re-zoning of Laurel Heights at the request of the Board of Education will probably enable that Board to realize from land sales, certain funds which are critically needed in order to proceed with school construction.

Plans were abandoned for further action in connection with multiple dwellings on the Fort Scott Section of the Presidio of San Francisco.

A brief was compiled in connection with project for a southern crossing of San Francisco Bay.

Work progressed on a general Land Use Plan for San Francisco. The work will probably be completed by the summer of 1953.

The Planning Office coordinated its studies on the McLaren Park area and the Geary area, with the plans of the Redevelopment Agency. Detailed pamphlets on both areas were published by the Planning Commission.

Studies were made on Neighborhood Shopping Centers, Airport Bus Terminals and combined Trucking Centers, and preliminary work was done on the planning for a Wholesale Produce Market. All studies were careful and judicious. They will be of great help in guiding both governmental and civilian agencies in planning future activities.

1. The first part of the paper discusses the importance of understanding the underlying mechanisms of the system. It highlights the need for a comprehensive approach that considers both the physical and biological aspects of the problem.

2. The second part of the paper focuses on the development of a mathematical model that can accurately represent the system's behavior. This involves a series of simplifying assumptions and the use of differential equations to describe the dynamics of the system.

3. The third part of the paper presents the results of the model's simulation. It shows that the model is able to capture the essential features of the system's behavior, including the emergence of complex patterns and the influence of various parameters on the system's dynamics.

4. The fourth part of the paper discusses the implications of the model's results for the understanding of the system. It suggests that the model can be used as a tool to explore the effects of different interventions and to predict the system's response to various external factors.

5. The fifth part of the paper concludes the study by summarizing the main findings and highlighting the limitations of the model. It also suggests directions for future research, including the need for more detailed data and the development of more sophisticated models.

6. The sixth part of the paper provides a detailed description of the model's structure and the parameters used in the simulation. It includes a list of the symbols and abbreviations used throughout the paper to ensure clarity and consistency.

7. The seventh part of the paper discusses the model's performance in terms of its ability to reproduce the observed data. It compares the model's results with the experimental data and shows that the model is able to capture the essential features of the system's behavior.

8. The eighth part of the paper presents a series of plots and graphs that illustrate the model's results. These plots show the time evolution of the system's variables and the effect of different parameters on the system's dynamics.

9. The ninth part of the paper discusses the model's sensitivity to changes in the input parameters. It shows that the model's results are highly sensitive to certain parameters, which highlights the importance of accurate measurements of these parameters.

16. CIVIL SERVICE, CITY PLANNING, WELFARE BOARD, LEGION OF HONOR,  
ART AND OTHER COMMISSIONS.

2.

HOUSING AUTHORITY:

During the year commendable progress has been made by the Housing Authority in the construction and occupation of projects previously approved.

This progress has been obscured in the public mind, however, by the legal situation which has arisen by reason of the Authority's segregation policy. The Authority's action in barring colored persons from occupancy of a recently completed project has been challenged. Initial court rulings have been adverse to the Authority, which is now appealing the court decision.

The action of the Authority in discriminating against groups of our citizens because of color, is in clear violation of the policy of the City, as expressed by resolution of the Board of Supervisors of San Francisco.

The action is probably also unconstitutional.

This attempt to enforce a policy of racial segregation has been a disservice to San Francisco. It marks our city as a center of race bigotry, which it is not in fact.

It is regrettable that the record of an agency which has done much in the past to improve city living, should be marred by this unfair and unwise action.

REDEVELOPMENT AGENCY:

The Redevelopment Agency, with Mr. Morgan A. Gunst as its Chairman and Mr. James E. Lash as Direction, has made very substantial progress during the year.

Two large projects -- Western Addition No. 1 and Diamond Heights -- are passing through the various intermediate stages which are required by the intricate terms of the enabling law. Other projects are also being studied or are already in the preliminary stages.

The law governing this activity provides that the federal government pays two-thirds of the net cost of the project and the local government one-third. The local government's payment may be in the form of capital improvements such as new schools, playgrounds, and street improvements.

Agency action includes acquiring, replanning, clearing, and re-selling to private persons, land in deteriorated or unused sections of the city. Resales or leases to private enterprisers are made upon their undertaking to exploit the land in general accord with approved plans.

The new construction expected in the first two project areas will amount to sixty million dollars.

The highly meritorious work of the Redevelopment Agency deserves public commendation and more public appreciation than it has received during recent months.

Respectfully submitted,

HAROLD R. FREEMON, Chairman

ROBERT B. HAMILL

ANTHONY CANCELLA

PHILIP R. FAYMONVILLE





We would like to call to the attention of the Grand Jury for the year 1953, the Ten Point Traffic Plan discussed by the various civic organizations for the improvement of traffic conditions in the city of San Francisco, which we highly recommend, and we list them as follows:

1. That enforcement of all city-wide traffic ordinances be carried out as strictly as possible with the men available - that the Police Commission investigate the advisability of assigning the maximum number of men to the Traffic Detail during the peak traffic hours.
2. That in order to accomplish rapid expansion of both public and private off-street parking facilities, the Parking Authority be given Traffic Conference support in order that they may carry out their program with the greatest degree of speed and efficiency.
3. Establishment of a minimum fine in an amount sufficient to check the present disregard of parking regulations.
4. That the tow-a-way program be continued and that extension or reduction in the number of designated tow-a-way streets be handled as in the past.
5. That steps be taken toward a closer alliance between the Downtown Association, the Traffic Conference, the Police Department and all other Associations or groups interested in the traffic problem as it now exists in our downtown congested areas. The purpose of this alliance being the solving of this problem immediately for the best interest of San Francisco as a whole.
6. That the Traffic Conference take whatever steps may be necessary to seek the early adoption of a well-planned, city-wide, one-way street system, including a scheduled extension program of modern and effective traffic signalization.
7. That the Police Department continue to prohibit left-hand turns during peak hours, possibly extending the number of intersections where such a prohibition is in effect.
8. That the Municipal Railway continue its education program and policy of taking disciplinary action where violation of instructions occur and that vehicles interfering with the normal operation of Municipal Railway vehicles be subjected to the most stringent fines possible.
9. That such streets as are presently designated "no parking" streets be enforced as strictly as possible.
10. That wherever possible the Department of Public Works and the private Public Utilities effect the carrying out of their contracts for street work (where this street work would cause a traffic problem) in those hours where the traffic is not a problem.

The Committee commends the efforts of Judge John Molinari for the revised traffic fines, and we feel certain that as soon as the motoring public becomes aware of the increased cost for violations some relief should be attained in the congested areas.

Respectfully submitted,  
JOSEPH R. PAGANO, Chairman,  
JESSE M. MARKEL,  
LLOYD F. BROWN.



18. PARKS, RECREATION DEPARTMENT, REAL ESTATE,  
WEIGHTS AND MEASURES.

1.

In 1950, the functions of two important city commissions were turned over to one single Recreation and Park Commission. The merging of the two departments was accomplished with high hopes and with some misgivings.

The experiences of the past year indicate that it is still too early to measure the success of the merger, but conclusions may be reached on a few aspects of the work of the combined commissions.

The factor of economy of operation was stressed by proponents of the merger. It seems likely that the actual flow of funds to the single department has been less than the sum of the amounts previously required by the separate departments. It must be noted, however, that in several cases the San Francisco Unified School District has assumed maintenance and custodial responsibilities which had been previously assigned to the separate departments. Further combined operation may indeed show financial savings, but the experience of 1952 is not conclusive on this point.

It had seemed probable throughout the discussion of merger advantages that administration would be simpler when centralized in one office, than when agreements and adjustments between two offices were necessary. This advantage seems to have been realized in the present consolidation. Regardless of whether monetary savings have occurred, administrative advantages have resulted from the merger.

The Commission has sponsored recreational activities which through the years have become part of our city life. These activities have been carefully planned, adequately supervised and well managed and have met with enthusiastic approval and support by our citizens. Such activities include the fields of sport, art, music and other areas of culture.

In sport, they include football, baseball, soccer, volleyball, archery, swimming, rowing, racing, riding, walking, folk dancing, ballet dancing, horseshoe pitching, canoeing, golfing, yachting, tennis, children's games, softball, target shooting, photography, lawn bowling, fishing, flycasting and polo.

In art, they include the support of numerous world-famous museums, unique in character, with exhibits of painting and sculpture, and collections which are of historic, scientific and cultural interest.

Especially noteworthy has been the series of summer concerts at Stern Grove, with its interesting and varied programs of concert music, opera, ballet, choral and dramatic works.

Other musical sponsorships of the Commission have included band music, orchestra music, and organ, piano and violin programs.

There is little doubt that the recreational activities of the city are receiving and will continue to receive adequate attention from the combined Commission. Recreational activities form part of the daily lives of many of our citizens and the business and commercial aspects of recreation are accepted as a normal and permanent part of civic business.

It is less certain that the place of our parks in the lives of our citizens will be preserved. Pressures are exerted daily for curtailment of park areas or for the diversion of park lands to other uses. A certain plausibility may underlie many of these pressures. For instance, traffic requirements are cited as a reason for the northward extension of Sunset Boulevard through Golden Gate Park. Traffic problems change their nature with changes in the population, changes in residence and shopping areas, changes in density of traffic, and changes in the preferred type of vehicle. On the other hand, the requirement for park areas is permanent. As long as our city lives, the land area included in Golden Gate Park will be needed for park purposes, to influence for good the lives of future San Franciscans as it has influenced the lives of the last



18. PARKS, RECREATION DEPARTMENT, REAL ESTATE,  
WEIGHTS AND MEASURES.

2.

three generations. The park area should not be hacked away in an attempt to solve temporary traffic problems.

It is probably too late to undo the evil effects of locating Kezar Stadium in Golden Gate Park, but it is not too late to adopt a policy which will prevent similar mistakes in the future. Such a policy should rigorously prevent future encroachments on our park areas. It should not only prevent encroachments, but should include positive steps to continue the character of park areas as parks, by the adoption of adequate maintenance standards and practices. Commercialism should have no part in park activities, no matter how beguiling the arguments used to support the pleas: whether to aid charities, popularize certain automobiles or bring in revenue from the Beach Chalet.

Note should be taken of the fact that citizens who dwell in areas near Golden Gate Park are well aware of the changing character of the Park, and seem united in deploring the loss of rest and recreation value which has occurred.

For twenty-six years administrative vacillation and pressures from various groups, have delayed the fixing of final boundaries for McLaren Park. A reduction in park acreage from 550 acres to 299 has resulted, though a recommendation for the addition of 42 acres was submitted last month. The proposed boundaries are inadequate and disappointing to citizens who have devoted time and effort toward realizing this project as the father of our parks planned it. The recommended boundaries, being probably the best now attainable, should be stabilized and further pressure to reduce park areas should be resisted.

The work of the Recreation and Park Commission may well be judged in future years by its success in keeping our Golden Gate Park, and other park areas, what John McLaren intended they should be: "Places to stroll; green vistas of silent beauty."

Respectfully submitted,

FRANK W. MULLEN, Chairman,

JOHN M. SOLDVINI,

PHILIP R. FAYMONVILLE.



.F.  
nd stack  
DOCUMENTS DEPT.

JAN 12 1954

SAN FRANCISCO  
PUBLIC LIBRARY

**1953**

# **GRAND JURY REPORTS**



**CITY AND COUNTY OF  
SAN FRANCISCO  
CALIFORNIA**





DOCUMENTS DEPT.

JAN 12 1954

SAN FRANCISCO  
PUBLIC LIBRARY

San Francisco, California  
January 5, 1954.

Honorable Preston Devine, Presiding Judge  
Superior Court of the City and County of San Francisco  
San Francisco, California.

Honorable Sir:

Appended hereto is the Final Report of the 1953 Grand Jury of the City and County of San Francisco, of which I, through your good graces, had the honor and privilege of serving as its foreman. The following are the other members of this Grand Jury:

H. Clay Bernard	Walter W. Mohrdick
Leslie J. Cleasby	Edmund J. Mullaney
**Frank S. Fitzgerald	*Joseph J. O'Brien
Lester L. Goodman (Foreman, pro tem)	Charles E. O'Day,
Marcel R. Hochede	(Secretary)
Alfred Karp	Ralph J. Poltrone
Jack W. Leishman	Malachy Ruane
Dewitt C. McGinness	Louis Shawl
Timothy S. Milonas	*Joel H. Springer
	Armando J. Zirpoli

\* Deceased

\*\* Resigned by reason of change of address.

Before going into the details of the reports, may I say that while we were seriously handicapped by the death of two of our members, the resignation of one due to a change of residence, and two others being involved in serious automobile accidents, at no time were we ever without a quorum. This, your Honor, bespeaks the type of men who were selected to serve as grand jurors.

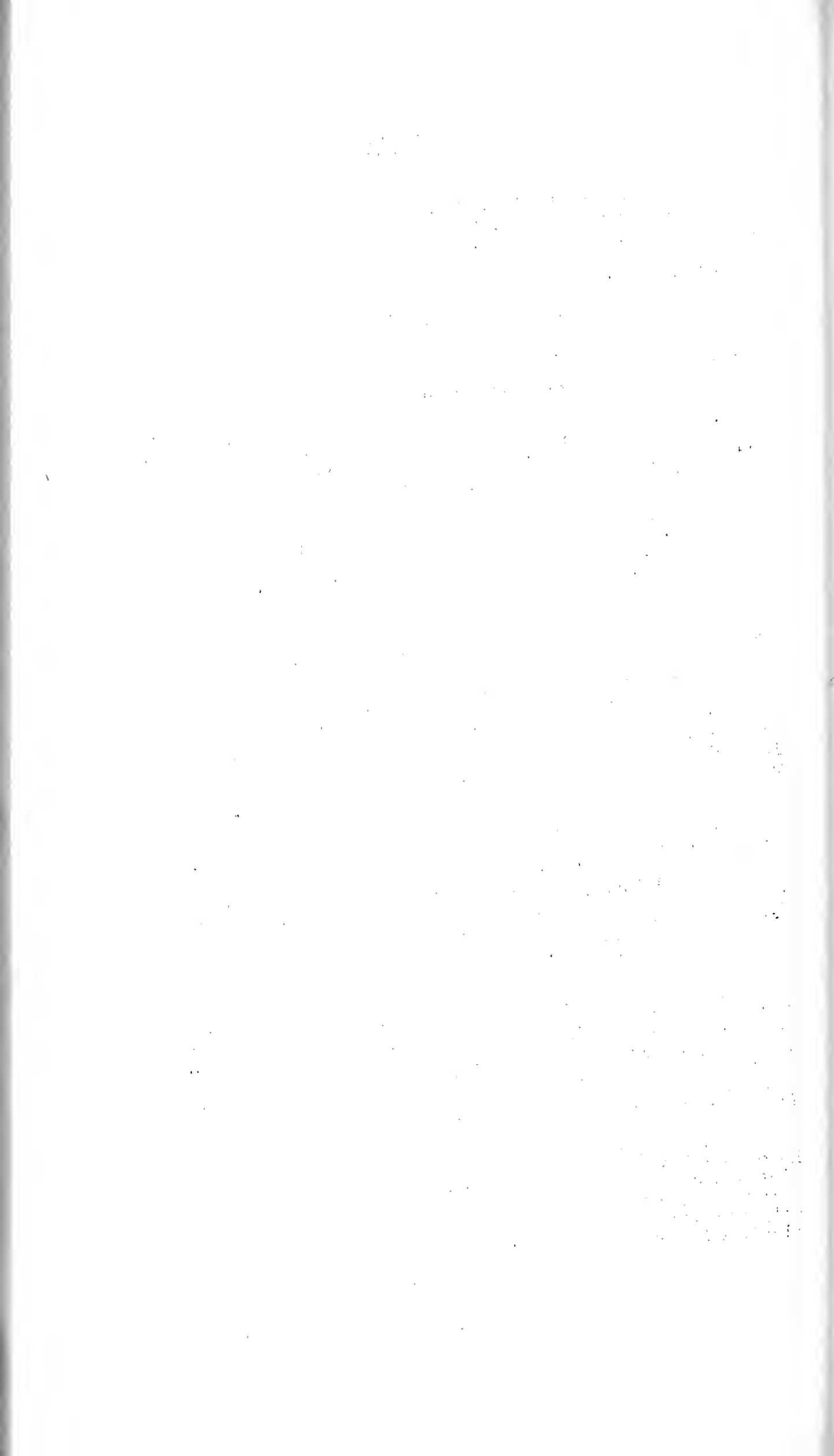
During the year we were confronted with some very trying situations involving B-Girls, Liquor Law violations, "shakedowns", the Police and public officials of the City and County. The manner in which the Grand Jury, in most cases unanimously, handled the matters as presented to them, showed clearly that they realized the importance of their position and that they would not hesitate in performing their duty as they saw it.

The Grand Jury as a whole wishes to express to you, our Presiding Judge, our sincere appreciation of your helpful advice in the many problems which confronted us. Your willingness to meet with us at any time, individually or collectively, your constructive legal advice, and your sympathetic understanding, enabled us to perform our duties with positive attitudes.

May I express my personal thanks to you for the honor which you conferred upon me and the help and advice you gave me which was so needful and necessary for a layman like myself to conduct the meetings with dignity and decorum, ever mindful of my obligation, and the rights of those who appeared before us.

Respectfully submitted,

EMIL K. BENDER, Foreman



## GRAND JURY OF THE CITY AND COUNTY OF SAN FRANCISCO

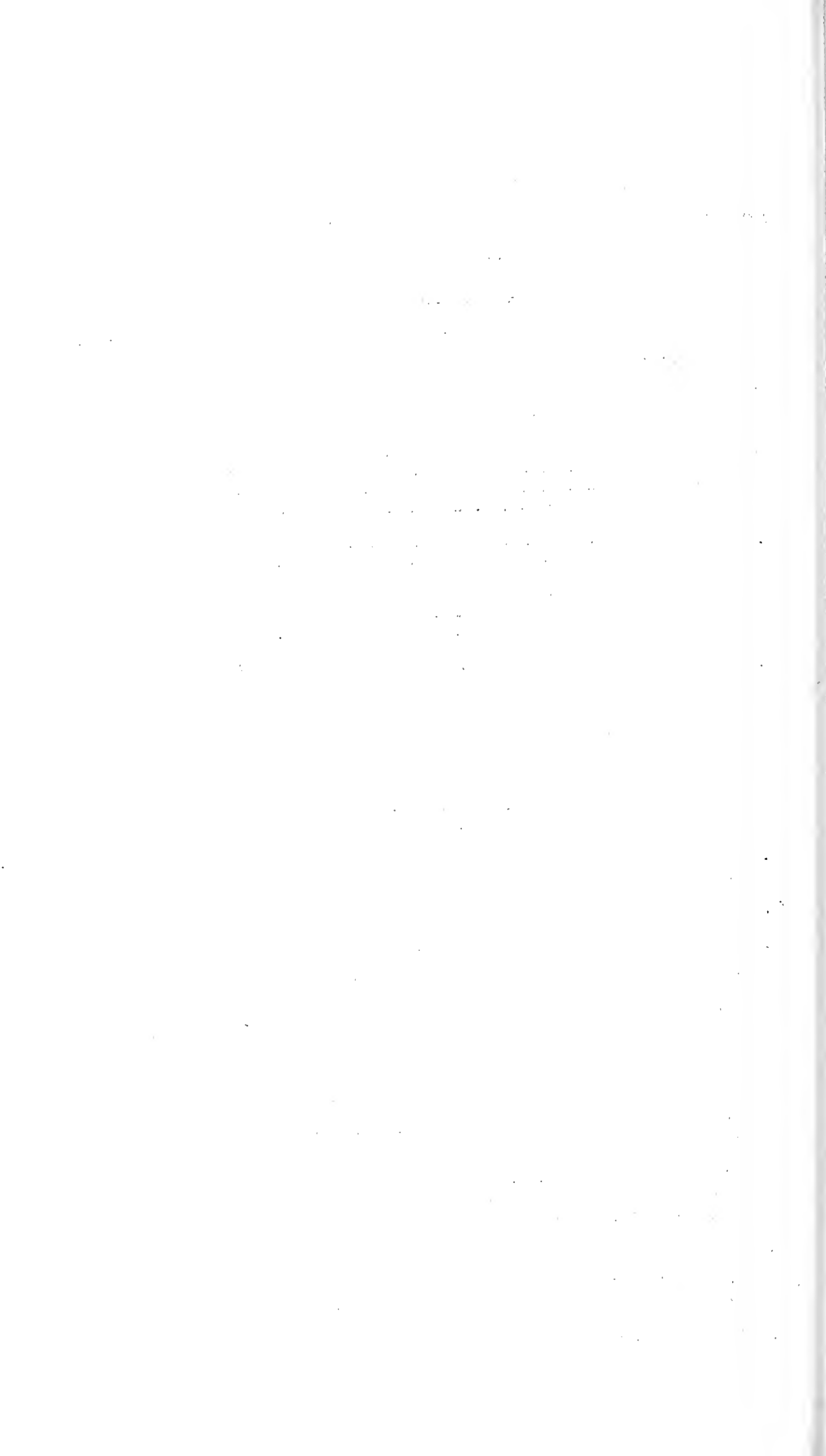
Impaneled January 8, 1953

Discharged January 5, 1954

-\*\*\*-\*\*\*-

TABLE OF CONTENTS

PREAMBLE - - - - -			I
COMMITTEE REPORTS:			
	<u>Final</u>	<u>Interim</u>	
1. Mayor - - - - -	1		
2. Chief Administrative Officer- - - - -	4	81	
3. Controller- - - - -	5		
Treasurer - - - - -	5		
Purchaser - - - - -	6		
Retirement System - - - - -	6		
4. Assessor- - - - -	7		
Tax Collector - - - - -	9		
5. County Clerk- - - - -	14	83	
Public Administrator- - - - -	14	83	
Recorder-Registrar- - - - -	15	83	
6. District Attorney - - - - -	16		
City Attorney - - - - -	18		
Public Defender - - - - -	20	85	
7. Courts, Superior and Municipal- - - - -	21	87	
Adult Probation - - - - -	22	88	
8. Police Department - - - - -	25	91;97	
Coroner - - - - -	33	100	
Liquor Permit - - - - -	34	103	
9. Fire Department - - - - -	35	105	
Dept. of Electricity - - - - -	37		
10. Public Health - - - - -	38	107;111	
11. Education; Schools; LIBRARIES - - - - -	41	112	
12. Juvenile Department - - - - -	46	115	
13. Public Utilities:			
Municipal Railway- - - - -	50	118	
Water Department - - - - -	56		
Airport- - - - -	59	117	
14. Public Works- - - - -	62	119	
15. Sheriff - - - - -	64	120	
Board of Supervisors- - - - -	65		
16. Civil Service - - - - -	66		
City Planning - - - - -	68	121	
Art Commission- - - - -	70		
17. Traffic - - - - -	73	123	
18. Recreation-Park - - - - -	76	126	
Real Estate - - - - -	77		
19. Housing Authority - - - - -	79		



December 31, 1953

PREAMBLE

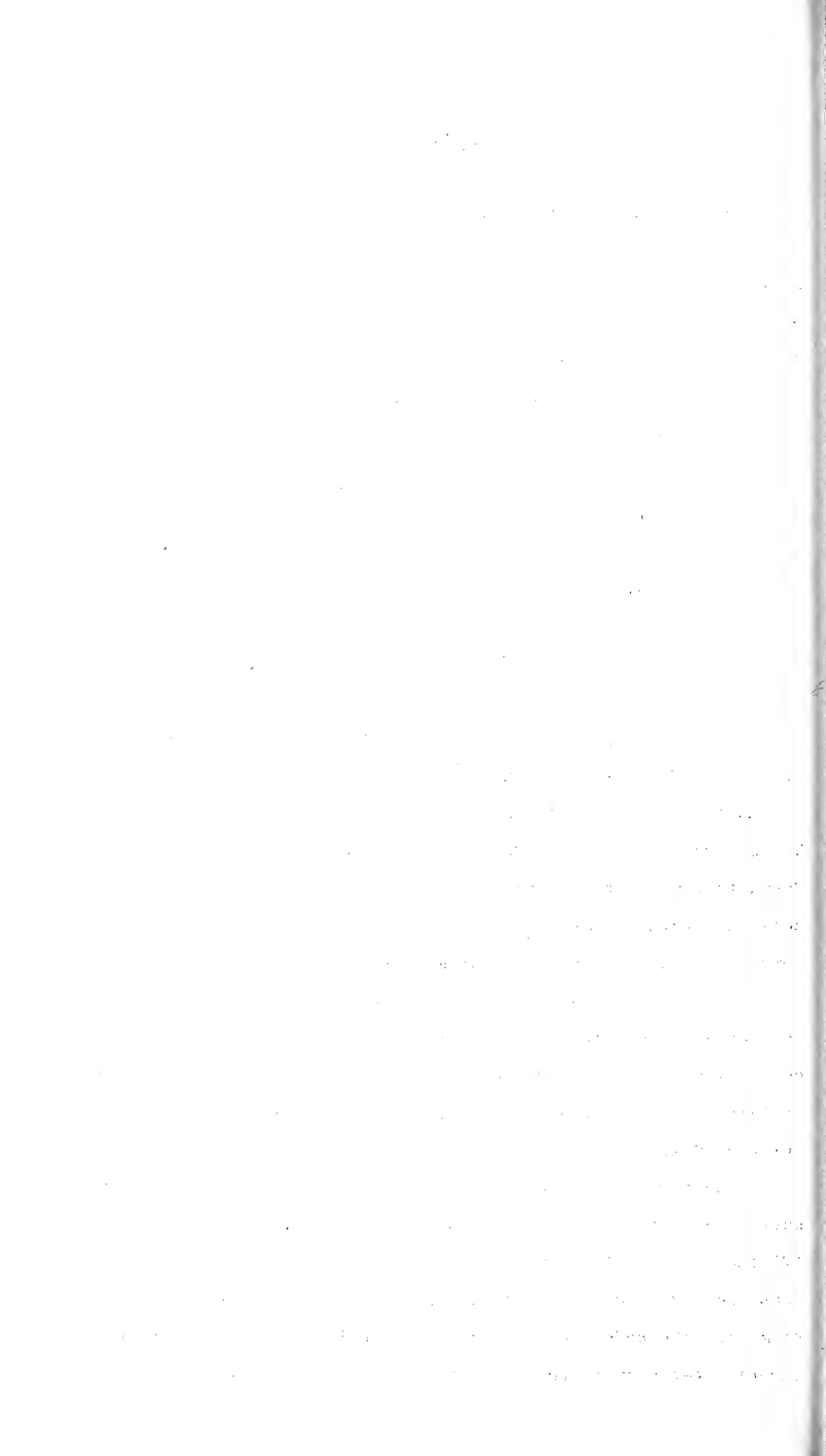
The Grand Jury of 1953, as it comes to the end of its labors and studies, herewith submits to the Presiding Judge of the Superior Court and to the People of San Francisco, its interim and final reports. We have caused these to be bound in volume so that they may be available for use by all who are interested.

It is earnestly urged by the Grand Jury that these reports be studied by succeeding grand juries, by the San Francisco Forward Committee, and by the Mayor, the Supervisors, and the heads of departments. We firmly believe that the labors of each grand jury should be of use to its successors and to officials of the City Government.

We have had prepared a summary of our major recommendations and also an index of the reports contained herein.

At certain places in these reports some criticism of the manner in which operations are now conducted, and some criticism of public officials, is contained. Whenever we have been critical it has been with the sole purpose of bringing about improvements. We believe that upon careful perusal of the reports it will be found that where there has been criticism, it has not been of a political nature, nor has it been of a destructive kind, but that criticism has been coupled with constructive suggestions.

This Grand Jury believes it to be in the interest of all concerned to comment on a situation which we consider to border on the ludicrous. Grand juries are organized annually; department officials are interviewed, interrogated, and often harrassed by uninformed laymen who ask for reports, data, and memoranda (all with good purpose and intent) from which they prepare annual reports for presentation to the presiding judge. Department officials hopefully cooperate in these endeavors in the vain hope that needed reforms may be initiated, but experience has taught them that the ardor, eagerness and enthusiasm with which grand jurors enter upon their duties are somewhat cooled and lessened



(Preamble - continued)

upon learning that their scope and authority is of a minor character and that their reports will find repose within the dusty archives of their predecessors; a new presiding judge will be selected, a new grand jury will be chosen and department officials will make ready for the new interviews and frustrations. All of which points up the fact that if the original purposes of grand juries are to be preserved and its actions and recommendations made effective, a way must be found whereby its recommendations must be the continuing interest and concern of some legal, or quasi-legal body of public-spirited citizens whose duties will be to see that the concepts of the institution of grand juries will not be allowed to wither and die.

In this connection, and for such use as may be made of it, I attach hereto as a part of this preamble, a copy of a letter addressed to the Foreman of the Grand Jury under date of March 2, 1953 and written by one of its members.

We have a city of which we are proud, and the government of the city, by and large, is excellent. Municipal government, however, is an art of increasing complexity; and the large cities of the United States daily are beset with new problems. We believe that San Francisco, in order to meet these problems, and in order to make the progress which the city deserves, cannot live in complacency in civic affairs, but must move energetically toward the future. Prudence indeed must be coupled with energy, but only by bold strokes will San Francisco occupy her place as one of the greatest cities of the United States.

Respectfully submitted,

1953 Grand Jury,  
City and County of San Francisco





(Attachment to Preamble)

San Francisco, Calif.  
March 2, 1953

Hon. Emil K. Bender, Foreman  
1953 S. F. County Grand Jury  
San Francisco, California

Dear Mr. Bender:

Since becoming a member of the San Francisco County Grand Jury for the year 1953, I have given considerable thought and study to the original concepts and purposes of this institution and its relationship to present day life, conditions and jurisprudence. One cannot but be impressed by the ideals and noble purposes which gave it birth and for the undeniable values and benefits which have accrued to those who have been privileged to live within its framework and have become its beneficiaries.

No one institution under English Law, and only our own Bill of Rights, has done as much to safeguard and guarantee personal liberties and individual freedom. Indeed, it still remains a bulwark against tyranny and oppression and a formidable deterrent to those who would suppress truth or prostitute the offices of trust and public services. If there are now those who are prone to belittle or sneer at its accomplishment and to regard it as an outmoded and archaic institution, let it be said that its alleged faults and shortcomings may be more properly ascribed to official and public apathy and indifference rather than to defects or weaknesses within the structure itself.

It is not here contended, however, that present day grand juries make full and effective use of their powers and authorities, nor exercise the same influence or diligence in public affairs as heretofore. Men and women of high purpose, integrity and capacity are yet willing to offer their time and talents to this field of public service, but too often find the fruits of their labors dissipated and frustrated through official obstruction or indifference on the part of the general public. Thus, the time would seem to be at hand when a thorough and complete examination of the institution of Grand Juries itself be undertaken to determine wherein lie its weaknesses in relation to modern society, and what forces combine or conspire to nullify its deliberations, findings, and recommendations.

One of the original purposes of the creation of Grand Juries, and perhaps its most important function, was to establish, under law, an agency of the people, a court of last resort, so to speak, but in direct contrast to a supreme court, in that the grand jury would extend its protection and give asylum prior to conviction or jeopardy, rather than after. In other words, it was the people's guarantee, even if their chosen officials were faithless and corrupt, against persecution, prosecution or incarceration without due process of law, with the added protection that a group of his own friends and neighbors would have a hand in the proceedings. Urban living may have, to some extent, altered this condition, which gives added impetus to the necessity for an exploratory examination.

Since the grand jury is an institution of the people, it naturally follows that the people must ever be alert to any encroachments on its authority or to any frustration of its purposes. Thus, it would be a group of Free men, unselfish and of high moral character and integrity who could best perform such a task.

Therefore, with respect, I take the liberty of suggesting to the Foreman of this Grand Jury, and to its members, that we urge the establishment of a Commission, be it a "Crime Commission," or a "Committee for Safeguarding Grand Juries," whose purpose shall be to take such steps and actions as may be necessary to make effective the worthy recommendations of a grand jury and to preserve and make secure its usefulness.



(Attachment to Preamble - continued)

Such a committee should contain not less than five, nor more than nine, members. Members should be men and women of unquestioned integrity and capacity and of a stature which would insure public confidence and unselfish and loyal devotion to duty. A manner of selection should be devised which would insure that its majority would be beholden to no man or a cause other than the will and welfare of the people. A suggested method, and only for purposes of discussion, would be to have the Presiding Judge appoint one member, one by the Mayor, one by the Board of Supervisors, one by the Council of the Federation of Churches, one by the Chamber of Commerce, one from the Press "one member rotating from the four daily newspapers," one by the Commonwealth Club, one by the Federation of Women's Clubs, etc. Some action by the Board of Supervisors may be necessary to give validity and substance to the committee's actions, but that is a matter of detail to be worked out by technicians and others.

If this grand jury could be the instrumentality by which such a step could be taken, it will have more than justified its existence and should bring to its membership long and lasting satisfaction in having participated in a most worthy cause.

Yours truly,

D. C. McGinness



(Preamble - continued)

Here follows the important recommendations approved by the Grand Jury, as well as the Interim and Final reports of all Committees:

We recommend that the incoming grand jury make written interim reports during the year as we have done, and that the reports as approved be released to the departments interested, as well as the press. These interim reports proved very helpful to us, and we are sure will be useful to them.

While the various Committees have recommended in many cases additional personnel and capital expenditures, the Grand Jury feels that time and facilities were insufficient to permit a close study with a view toward studding certain economies that may be invoked, not only in personnel but in miscellaneous expenditures as well. It is, however, realized that to properly evaluate where these economies can be instituted without loss of efficiency, it should be the job of professional experts employed for this study, and we, therefore, recommend to the 1954 grand jury their study of this possibility.

We recommend that a fund should be made available to all grand juries for the purpose of conducting private investigations, if and when necessary. We realize that this can only be done by amendments to the Civil Code of the State of California, and suggest that the Board of Supervisors, through the City Attorney, draw up the necessary resolution to be submitted to the State Legislature to bring about its adoption.

The Committees of this Grand Jury in the pursuit of their duties have found innumerable instances whereby various City Departments are handicapped in the discharge of their duties through antiquated and outmoded Charter provisions, and it would, therefore, appear that now would be a proper time for a comprehensive study of this subject with a view to the redrafting of a new Charter, and we so recommend.

It is recommended that the Jury Commissioner include in his budget the sum of \$1000 to properly print the grand jury re-



(Preamble - continued)

ports. For economy and simplicity, we suggest that it be multi-lithed, with the newer electric typewriter faces, and it should be properly bound with semi-stiff cardboard covers. Letter size is preferable to legal size, and it is a more convenient size to handle and to read, and readily fits on a normal book shelf.

For full information concerning the following recommendations see full Committee reports.

1. MAYOR

We suggest that the Board of Supervisors give due consideration and prepare proper legislation for the appointment of a Deputy Mayor.

We recommend that the Mayor be allowed to select and appoint more than three members of his staff.

2. CHIEF ADMINISTRATIVE OFFICER, FINANCE, RECORDS.

We recommend additional personnel be added to the staff of Chief Administrator, Mr. Thos. Brooks.

3. CONTROLLER, TREASURER, PURCHASER, RETIREMENT BOARD.

We recommend a modern building and yard centrally located to house the four separate units of the Purchasing Department.

We recommend additional floor space for the Retirement System.

4. ASSESSOR, TAX COLLECTOR, SALES TAX.

We recommend that a study be made of the "Philadelphia Plan" of payroll taxation.

We recommend that steps be taken to have San Mateo County waive land taxes on the San Francisco International Airport, also embodied in Committee report on PUBLIC UTILITIES.

5. COUNTY CLERK, RECORDER, REGISTRAR, PUBLIC ADMINISTRATOR.

We recommend as previous grand juries have the purchase of additional filing equipment for the County Clerk.

We recommend the employment of two additional personnel in the Office of Public Administrator, and the providing of additional work room.





(Preamble - continued)

We recommend that a City-owned warehouse for storage and service of the City's voting machines be provided, and urge the new grand jury to support this project.

6. DISTRICT ATTORNEY, CITY ATTORNEY, PUBLIC DEFENDER.

We recommend that immediate steps be taken to furnish the District Attorney with new quarters.

We recommend additional personnel and space for the City Attorney.

With regard to the insobriety of the Public Defender, mentioned in the interim report, we cannot elaborate on that situation at the present time as the Public Defender has spent considerable time in the hospital with a leg infection since our last report. However, we feel that the 1954 grand jury should be informed of the situation.

7. SUPERIOR AND MUNICIPAL COURTS, CIVIL AND CRIMINAL, ADULT PROBATION.

We recommend that the 1954 grand jury study the relative merits of a new Courts Building versus a new Administration Building.

We recommend that the State Legislature Committee establish an equitable method of determining salaries for Municipal and Superior Courts.

We recommend additional and adequate personnel for the Adult Probationer, as well as additional office space.

8. POLICE DEPARTMENT, CORONER, LIQUOR PERMITS.

We recommend that State Laws affecting confiscation of motor vehicles by reason of Narcotic Violations be amended so that title to the confiscated vehicle vest in the Police Department making the seizure.

We recommend that materials for uniforms and equipment be purchased by the Police Department and resold to the personnel at cost plus 10 per cent to cover handling charges.

We recommend lengthening of the training period for recruits.

We recommend a rating system for all police personnel, not only probationary personnel.



(Preamble - continued)

We recommend the modernization of the Radio equipment in the Bureau of Communications.

We recommend a wider use of three-wheel motor bikes.

We recommend the establishment of more permanent watches.

We recommend that the Coroner's Office be refurbished with the minimum delay, and that the new equipment vitally necessary be purchased immediately.

We recommend that the Board of Supervisors and the incoming grand jury give the Joint Legislative Committee of the State Legislature on liquor control their full cooperation and support.

9. FIRE DEPARTMENT, ELECTRICITY DEPARTMENT.

We recommend that the Fire Department complete its program under the master plan with the minimum delay, and that a uniform plan for fire houses be adopted where possible.

We recommend the housing of all city-owned radio equipment in one house to be located, preferably on Christmas Tree Point on Twin Peaks, to be partially financed through Federal Civil Defense Administration.

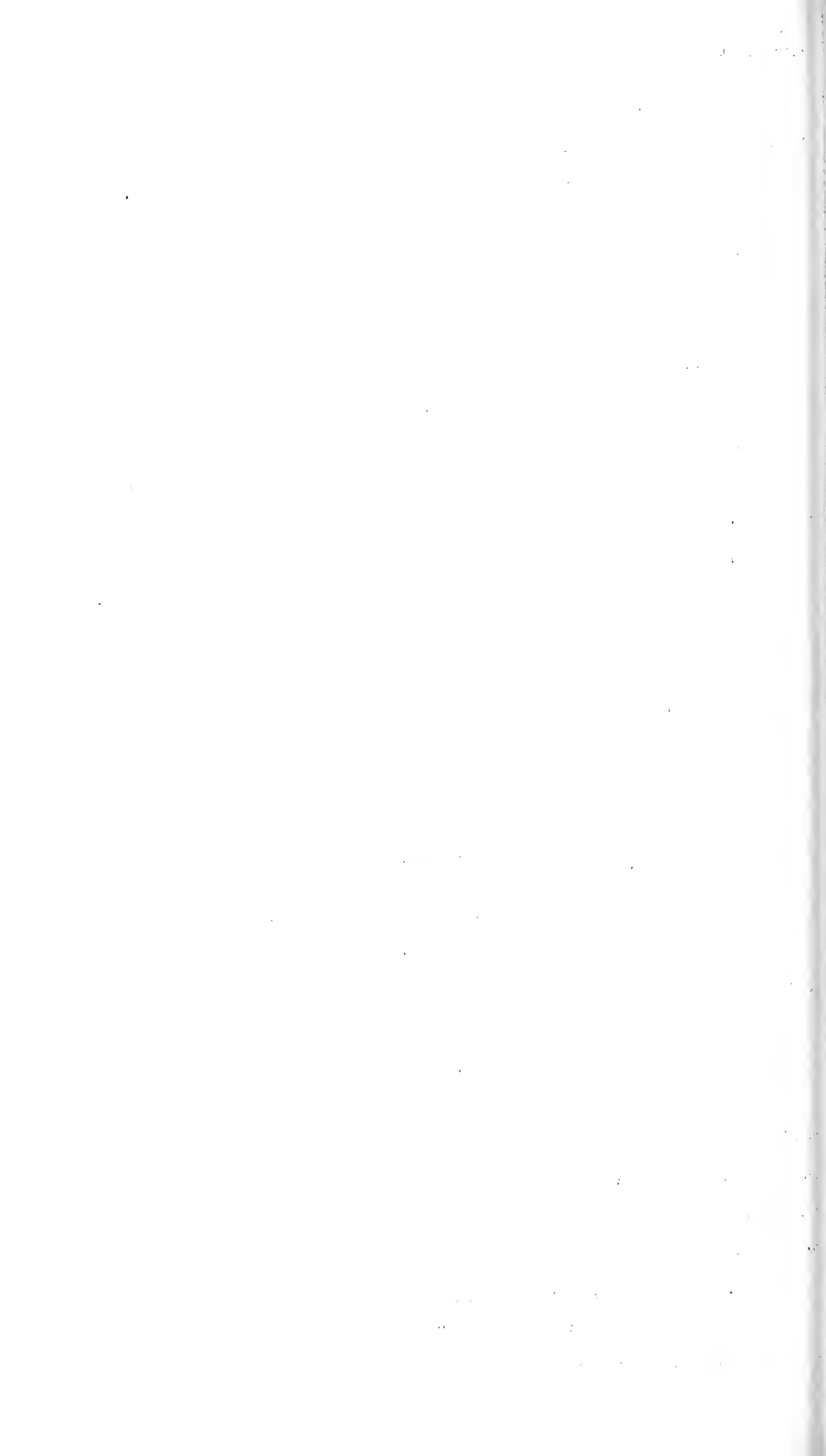
10. HEALTH DEPARTMENT, HOSPITALS, LAGUNA HONDA HOME, HASSLER HEALTH FARM.

It is recommended that the present change in management of the County Hospital be given a fair trial, and if it does not prove satisfactory, the City make every effort to procure an able business manager or executive, thoroughly trained in hospital management to fill the position.

To the incoming grand jury, we urge that this important unit for the welfare and health of our citizens receive special attention from your Committee, that the repairs are being made as recommended, and that the additional help needed is being provided.

11. EDUCATION, SCHOOLS, LIBRARIES.

We recommend that the School District provide in its budget sufficient funds and a regular program of maintenance



(Preamble - continued)

of our schools to protect the large investment we have in them.

We recommend the remodeling of the High School of Commerce Building be done on a long range basis out of current funds.

Several recommendations relative to the Public Libraries have been approved by the Grand Jury and are enumerated in that report.

12. JUVENILE DEPARTMENT.

With regard to the Youth Guidance Center, many faults were found, in most cases due to poor economy. We urge a most careful study of the report of the Juvenile Department by the Mayor, Chief Administrative Officer and Board of Supervisors, to the end that the large investment made for the rehabilitation of our delinquent young people is not wasted.

13. PUBLIC UTILITIES.

We recommend that a Transit Authority be created for the operation of the Municipal Railway.

14. PUBLIC WORKS.

Embodied in the report of the Board of Public Works are a number of recommendations which we hope will receive proper consideration by the Chief Administrative Officer. We also urge the new grand jury to give the recommendations their earnest attention.

15. SHERIFF, BOARD OF SUPERVISORS.

We recommend a new station wagon and van for the Sheriff.

It is recommended that consideration be given to a reduction of the present number of Supervisors from 11 to 7. The seven to be on a full-time basis.

It is recommended that the Board of Supervisors take action to have our Harbor facilities returned to us by the State.

It is recommended that attorneys serving as supervisors should not be permitted to appear as counsel in any action against the City or represent a client before any of our boards or commissi.



(Preamble - continued)

16. CIVIL SERVICE, CITY PLANNING, WELFARE BOARD, LEGION OF HONOR, ART, AND OTHER COMMISSIONS.

In almost all of our City Department investigations, we listened to complaints concerning the change in attitude of employees once they attain permanent tenure under Civil Service. We recommend that the Civil Service Commission take a strong and positive action by suspension or expulsion of employees for excessive absenteeism, consistent tardiness, inefficiency or soldiering on the job. We suggest that if a Charter provision is necessary to give the Commission power to carry through with our recommendation, that the Commission prepare such a Charter Amendment for submission to the Board of Supervisors for approval. We are all strongly in favor of the Civil Service System, and make this recommendation only in fear that if the abuses under the system are not stopped, sooner or later someone will propose a Charter Amendment doing away with the Civil Service System.

17. TRAFFIC.

We continue to recommend a combined Traffic Bureau located where parking facilities are available, as suggested in the interim report.

18. PARKS, RECREATION DEPARTMENT, REAL ESTATE, WEIGHTS AND MEASURES.

It is our recommendation that the Recreation-Park Department resubmit to the voters in 1954 its bond issue recently defeated by a very small margin.





REPORT OF THE COMMITTEE ON THE OFFICE OF THE MAYOR

In making its report on the Office of the Mayor, this Committee wishes to observe preliminarily that our municipal form of government operates on what is known as a strong mayoralty municipal government; in fact, ours is one of the strongest such municipally governed cities in the country. A review of the Charter of the City and County of San Francisco covering the powers and duties of the Mayor makes this observation obvious.

The more important powers and duties of the Mayor may be summarized as follows:

1. He is the first executive officer of the City.
2. He is responsible for the enforcement of all laws relating to the municipality.
3. He must report annually to the Supervisors a general statement of the condition of the affairs of the City and County and recommend the adoption of such measures as he may deem expedient and proper.
4. He is responsible for the review and submission of the annual executive budget.

But more important than all these are two other responsibilities which are the true measure of his power and which, for convenience, will be enumerated as 5 and 6.

5. Annually and not later than the 1st day of May of each year, the Mayor shall submit to the Board of Supervisors the consolidated budget estimates for all departments and offices of and the proposed budget for the City and County for the ensuing fiscal year. It is to be noted in this connection that the Board of Supervisors may decrease or reject any item contained in the proposed budget but SHALL NOT INCREASE any amount or add any new item for personal services or materials, supplies or contractual services for any department unless requested in writing so to do by the Mayor, on the recommendation of the Chief Administrative Officer, Board, Commission or elective officer in charge of such department. As a consequence of this provision with relation to the budget, the real power of the Mayor is readily apparent, and, therefore, has a direct relation to the extent that the efficient operation of a department of a municipality may be affected by a lack of sufficient funds. The extent to which the efficiency of a department of our city government may have been affected by a lack of funds, if so affected, is more appropriately a matter for comment by the committee charged with the responsibility of making a report on such department or departments.

6. The Mayor has under him and responsible to him the following departments: Police Department, Fire Department, Board of Permit Appeals, Park Department, Recreation Department, Library Department, Board of Trustees of the San Francisco War Memorial and the Art Commission. In addition to these departments which are directly under the Mayor, he shall nominate members of the Board of Education for confirmation by the voters and shall appoint two members of the Retirement Board and shall also appoint members of the Public Utilities, City Planning and Civil Service Commissions. The extent to which these departments, under the Mayor, operate effectively and beneficially for the People of San Francisco in return reflects the measure of efficiency of that office.

It is quite obvious, therefore, that the primary responsibility of the Mayor is to provide leadership in the conduct of the affairs of the City and County of San Francisco and the success of his office depends entirely upon the measure and quality of that leadership, which the citizens of San Francisco are in as good a position to evaluate as we.



The other functions of the Office of the Mayor is the responsibility of advertising and creating good will for the City of San Francisco, both as a host and as its representative. In this respect the Committee commends Mayor Robinson for the excellent manner in which he has met this responsibility.

This responsibility as host and representative of the City and County of San Francisco has taxed him individually and the members of his staff almost beyond capacity and has, of necessity, detracted from the time and energy which he and they might have otherwise devoted to their administrative functions.

To remedy this situation it would appear to this Committee that steps should be taken to relieve the Mayor of some of the requirements he is now called upon to answer and that adequate personnel and physical facilities should be provided to assist him. Although the Mayor's staff is extremely efficient, it is completely inadequate for the job to be done.

It is the opinion of the Committee that the following should be given careful study:

1. The possibility of selection by appointment of the Mayor, subject to confirmation by the Board of Supervisors, of a deputy mayor, who would be empowered to act officially, with authority, as the Mayor's designated representative in the conduct of municipal affairs, as well as to act wherever possible as the Mayor's official representative in other community functions. It is, therefore, recommended that the Board of Supervisors, or a Board of Freeholders who might be selected to draw up a new Charter, give this suggestion serious consideration.

2. Giving the Mayor the right to select more appointive positions than presently allowed for the purpose of protecting the confidence required in the performance of their services.

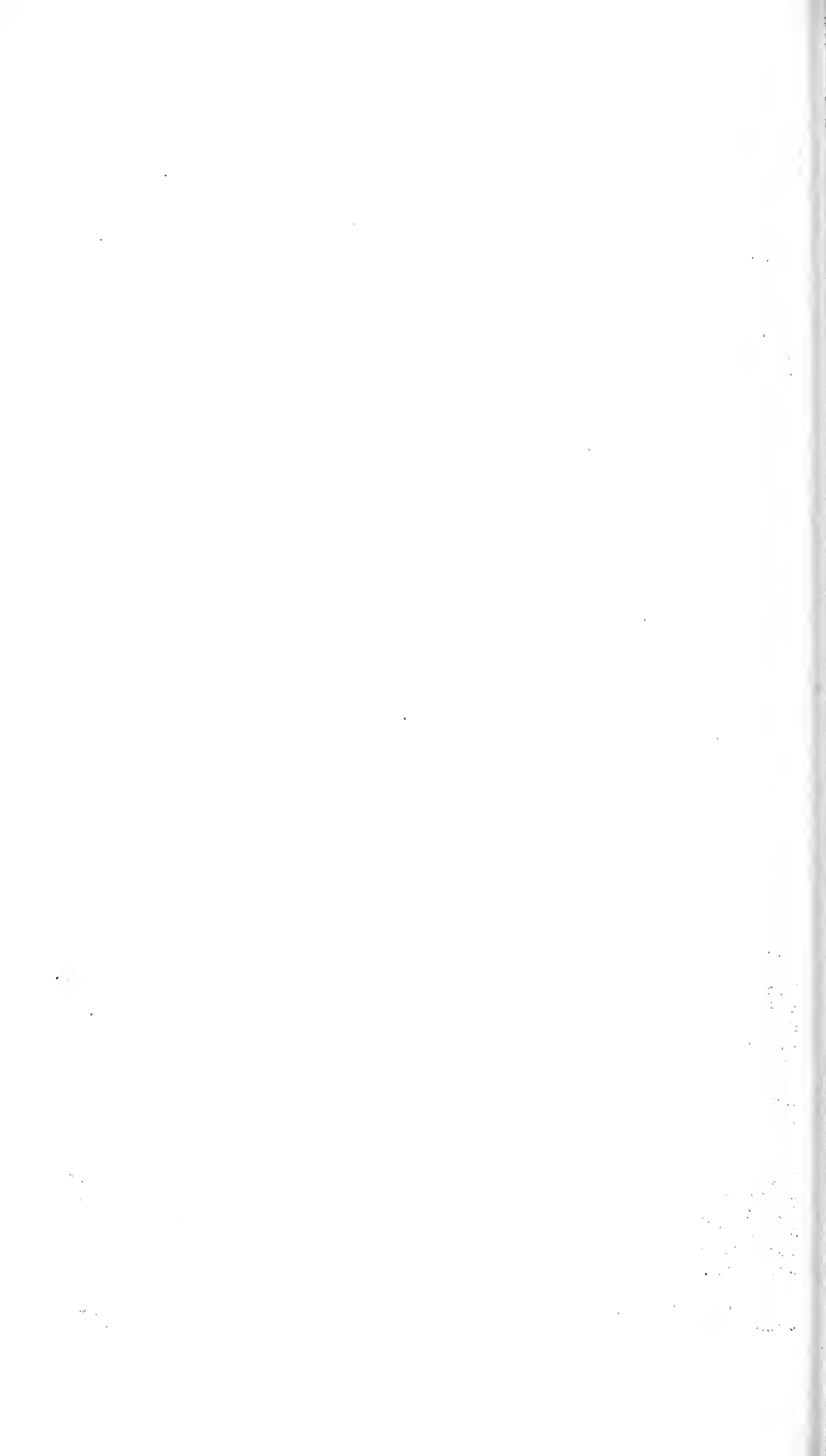
The Mayor presently is entitled to select only three of his top assistants. They are:

- (1) Executive Secretary
- (2) Confidential Secretary
- (3) Stenographic Secretary

3. A complete resurvey and redesigning of the physical facilities of the Mayor's office. The quarters now occupied by the Mayor and his staff are not arranged for functional efficiency. Much space is wasted and valuable time is consumed in intercommunication between the offices by stenographic and other personnel. Furthermore, the offices of the Executive Secretary and the Confidential Secretary are not conveniently constituted as to be quickly and privately available to the Mayor. The original design of the Mayor's offices when first occupied, may be considered artistic and attractive, but with the increased activities of that office, the redesigning appears essential.

Before concluding, we wish to commend the Mayor for the appointment of the San Francisco Forward Committee, which consists of outstanding business and professional leaders of the community. It is hoped that this or a similar committee under the leadership of the Mayor will continue to energetically study the problems of our City and, from time to time, submit recommendations for their solution.

Considering the numerous and important responsibilities entrusted to the Mayor, we are convinced that the affairs of his



office have been conducted with dignity and we compliment and commend him therefor.

Respectfully submitted,

ARMANDO J. ZIRPOLI, Chairman

ALFRED KARP, Member

H. CLAY BERNARD, Member

COMMITTEE ON THE OFFICE OF THE MAYOR



FINAL REPORT - COMMITTEE FOR CHIEF ADMINISTRATIVE OFFICER, FINANCE AND RECORDS.

Your Committee for the Chief Administrative Officer and Finance and Records submits herewith its final report dealing with the administration, operation and activities of these departments.

While the office of Chief Administrator is one of great importance to the City and County of San Francisco, and was so designed and planned by the Freeholders in framing the Charter, its direction by its capable administrator, Mr. Thos. A. Brooks, is accomplished with such skill and acumen that it seldom becomes the object of study or curiosity by inquiring groups of citizens. While this may properly be construed as complimentary to the Chief Administrator, it none the less handicaps him at times when his duties become heavy and burdensome beyond the capacity of his rather meager staff to cope with.

Our previous report on this office stated that "They are adequately and appropriately staffed." It is now our opinion that this does not reflect the true conditions of this office, for at the time the previous report was issued, Mr. Brooks was working diligently in attempts to introduce savings and economies into the various City departments where there appeared to be opportunities, and therefore could not, with seeming propriety, seek additions to his own staff.

A top flight executive who must make and accept responsibility for decisions, of necessity must rely upon the accuracy of data and information provided by subordinates who have processed reports and requests before presentation to him. At the present time there do not appear to be available to Mr. Brooks subordinates sufficient in number to meet these requirements. An objective survey of this problem should be promptly made by appropriate officials in order that an early solution may be effected.

The fact that Mr. Brooks' chief staff assistant, Mr. Ben Kline, has been assigned heavy additional duties affecting the operation of the San Francisco Hospital only accentuates the need for a prompt consideration of this subject. We are informed that a move is now in process to give new dignity and status to the administrator's assistant, and it is recommended that if such action is in prospect, appropriate provision be made within the ensuing budget to make this move effective.

This Committee believes it can give complete assurance to the citizens of San Francisco that the office of Chief Administrative Officer is in good hands and is being administrated in a manner which has for its main purpose maximum services in government administration at minimum cost to the taxpayer.

This Committee believes that the continued spiraling cost of government and services, with its increased burdens upon the taxpayer is one of the major problems facing our country today. With the inevitably prolonged high cost of Federal government, based on a "Cold War" economy with an ever existant "Hot War" prospect, a certainty for years to come, our survival and preservation of our high standards of living will depend, to a large degree, upon the manner in which we are able to discipline ourselves, and to deny ourselves the luxury of certain government services which could be postponed to a day when present military necessities may have been fully met.

Mr. Brooks seems to us to be keenly alert to the plight of the taxpayer and is doing his utmost to alleviate his burdens. For this he should receive our support and commendation.

In conclusion we believe this office and those under his direct supervision are functioning well, with exceptions noted, and we extend to Mr. Brooks and his assistant, Mr. Kline, our sincere thanks and appreciation for their many courtesies and considerations in our contacts throughout the current year.

Respectfully submitted,  
D. C. MCGINNESS, Chairman  
WALTER MOHRDICK  
CLAY BERNARD





CONTROLLER: TREASURER: PURCHASER: RETIREMENT SYSTEM.

Your Committee on the above named Departments after personal visits submit following report:

CONTROLLER: We first visited the Controller's office and interviewed Harry D. Ross, the Controller, who gave us a very interesting insight into the multifarious duties of the Controller's office. We were agreeably surprised to learn of the keen knowledge of the City Charter and City Ordinances that Controller Ross possesses which makes him the "watchdog" of each and every department of our Municipal government.

He has inaugurated a system of controls and internal checks that without question is not excelled in any city of the United States.

Controller Ross is the chief fiscal officer of the City and County of San Francisco. He is the financial advisor to the Mayor, Board of Supervisors and all City and County departments and agencies including the school district. His intimate knowledge of the financial field has resulted in the savings of millions of dollars in interest costs and laid the foundation for future savings of untold millions.

He has an office staff of 122 organized into an efficient well co-ordinated working organization with able and capable assistants in charge of the different departments. With these assistants our Grand Jury consultant has close contact as evidenced by the audits submitted as received.

The Controller employs outside Certified Public Accountants to audit the following departments (1) School; (2) Hetch Hetchy, (3) Municipal Railway, (4) Retirement System.

The Board of Supervisors appoints each year a firm of certified public accountants to audit the books and accounts of the Controller.

It is interesting to know that the internal pre-audit procedures keep the City and County on a current cash basis of expenditures within revenue, thus preventing illegal obligations to expend funds and expedite lawful payment of money due vendors and contractors for goods and service.

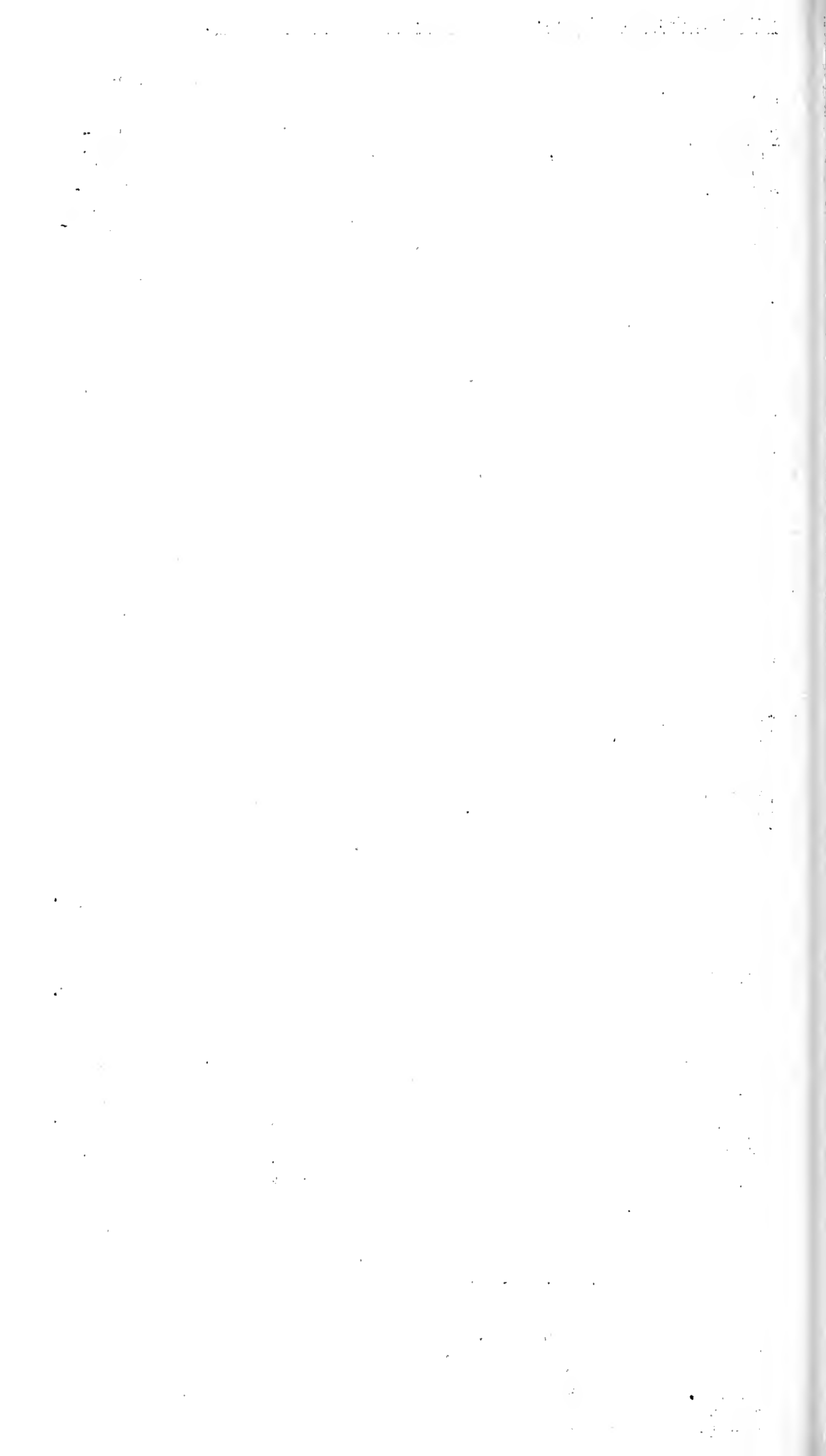
San Francisco is to be congratulated that it has such an outstanding and efficient Controller in the person of Harry D. Ross.

TREASURER: The City Treasurer is John J. Goodwin. We found the records of the Treasurer's office to be in excellent condition and kept in strict compliance with the State law and the Charter.

The State law is most emphatic on what a County Treasurer must do, not only in the deposit of funds, but also in keeping the records of the Inheritance Tax. The Treasurer's office opens and examines the safe deposit boxes of deceased persons and submits to the Controller of the State of California a record of the contents. Last fiscal year ending June 30th, 1953 the Treasurer collected and deposited with State Controller the sum of \$3,252,987 as Inheritance tax, the Treasurer's office received a commission in the sum of \$21,733.98 which was deposited in General Fund.

We found that the Treasurer's office received during last fiscal year the sum of \$220,682,991.10 and that it disbursed the sum of \$227,739,223.08.

The office has been soundproofed upon the recommendation of last year's Grand Jury. We would recommend that certain other improvements are a necessity. There is a great need of a ventilation system throughout the office and particularly in the office vaults. We recommend that this be done. We also recommend that a modern system be installed for the safekeeping of Bank collaterals and City Bonds. We also recommend that the office



equipment be modernized and that the several teller cages be renovated. These recommendations have been recommended by previous Grand Juries.

Treasurer Goodwin has adopted the policy to keep as much City money as possible out on loan earning interest. He now has 52 million dollars invested, and has about 25 million dollars of cash on hand, available for investment.

We offer our commendation to Treasurer Goodwin and his office staff for a well conducted and efficient department.

PURCHASER. One of the most important departments of our City government is the Purchasing Department under the able guidance of Harold Jones.

The purchaser is charged under the Charter with the purchase of materials, supplies and equipment of every kind and nature for all departments of the City government. His office heads the Tabulating and Re-production Bureau, Central Shops, Central storerooms and Warehouses, Sales and Inventory division, also heads the procurement division of the San Francisco Disaster Council and Corps.

To assist him in this responsible work he has 196 employees supervised by a staff of very capable men and women.

In our tour of inspection we found that the Central Shops are in 4 different locations. For efficient and controlled service we recommend that consideration be given to the question of construction of a modern building and yard, in a central location, that will house the 4 separated units which will result in more efficient operation and control. This should result in a very substantial saving to the tax payer.

We found Harold Jones, a very qualified and competent official and he was very helpful to us in our inspection tours.

RETIREMENT SYSTEM. This department is similar to a Life insurance agency, as it provides for the retirement and pensioning of employees of the City government.

It sets up the contribution that each employee must pay. The City contributes to the System an amount sufficient to guarantee the benefits prescribed by Charter provisions.

Accounting procedures are necessarily complex due to the many different types of membership developed by Charter and Municipal Code provisions governing retirement matters,

The Retirement System has invested over \$130,000,000 in Bonds as provided in Section 159 of the Charter which are in the joint control and custody of the Controller and Treasurer.

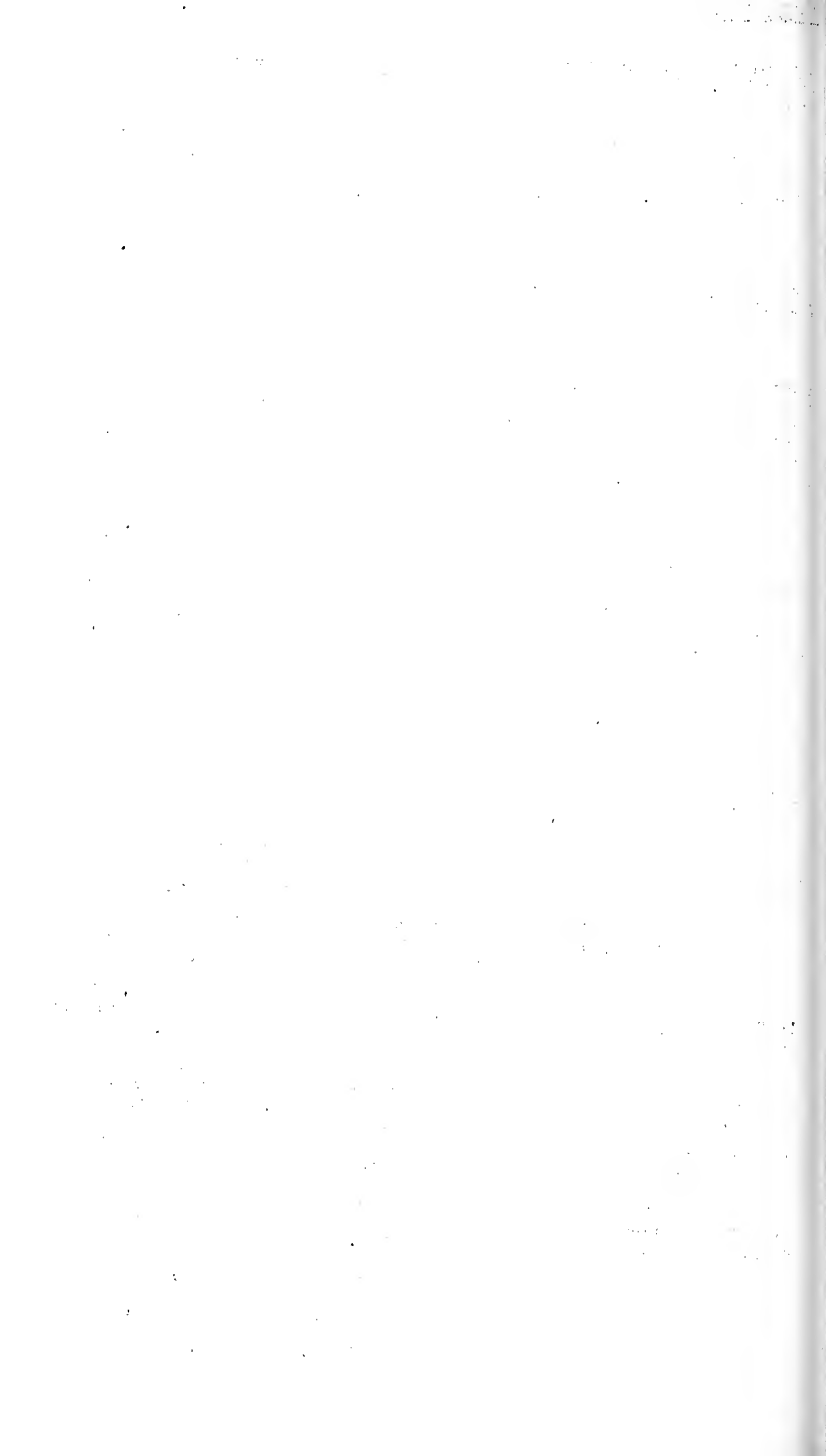
The Retirement System is under the supervision of Ira G. Thompson who is well adapted to the complex accounting procedure. He is well versed in its many problems, and is assisted by a staff of 38 employees. He informed us that Ralph Nelson is the consulting actuary upon a part time basis who is recognized as an outstanding authority in the retirement field.

We recommend that the Retirement System be given an office with more floor space, as the present office has long since outgrown the requirements of the system.

Respectfully submitted,

MALACHY RUANE, Chairman,

RALPH J. POLTRONE,



November 30, 1953

GRAND JURY REPORT ON THE ASSESSOR'S OFFICE  
CITY AND COUNTY OF SAN FRANCISCO

The City and County of San Francisco with an area of approximately 51 square miles, within which are some 5,541 blocks, 157,582 lots and 149,415 buildings, comprises the real property. In some 39,220 businesses, employing 458,500 people with an annual payroll of 7.1 billion dollars and 116,117 residences, is located the personal property.

Real property is made up of land and that which is affixed to the land; namely, buildings; personal property is divided into tangible and intangible consisting of inventories, merchandise, supplies, equipment, tools, furnishings, etc., and intangible consists of accounts receivable, commercial bank accounts, etc.

It is the duty of the Assessor to locate, list and value all taxable property. The 136 permanent employees are seasonally augmented by 150 or more temporary personnel to assist in taking care of the over 200,000 people who come into the Assessor's Office annually. The major portion of these people converge on the Assessor's Office during the months of March, April and May.

The technical processes with which the Assessor's Office are concerned are: land evaluation, building evaluation, personal property, special business audit division, Marine Division, Warehouse and Probate Division, real property records, personal property records, veterans' exemption, Tabulating Division and photographic work.

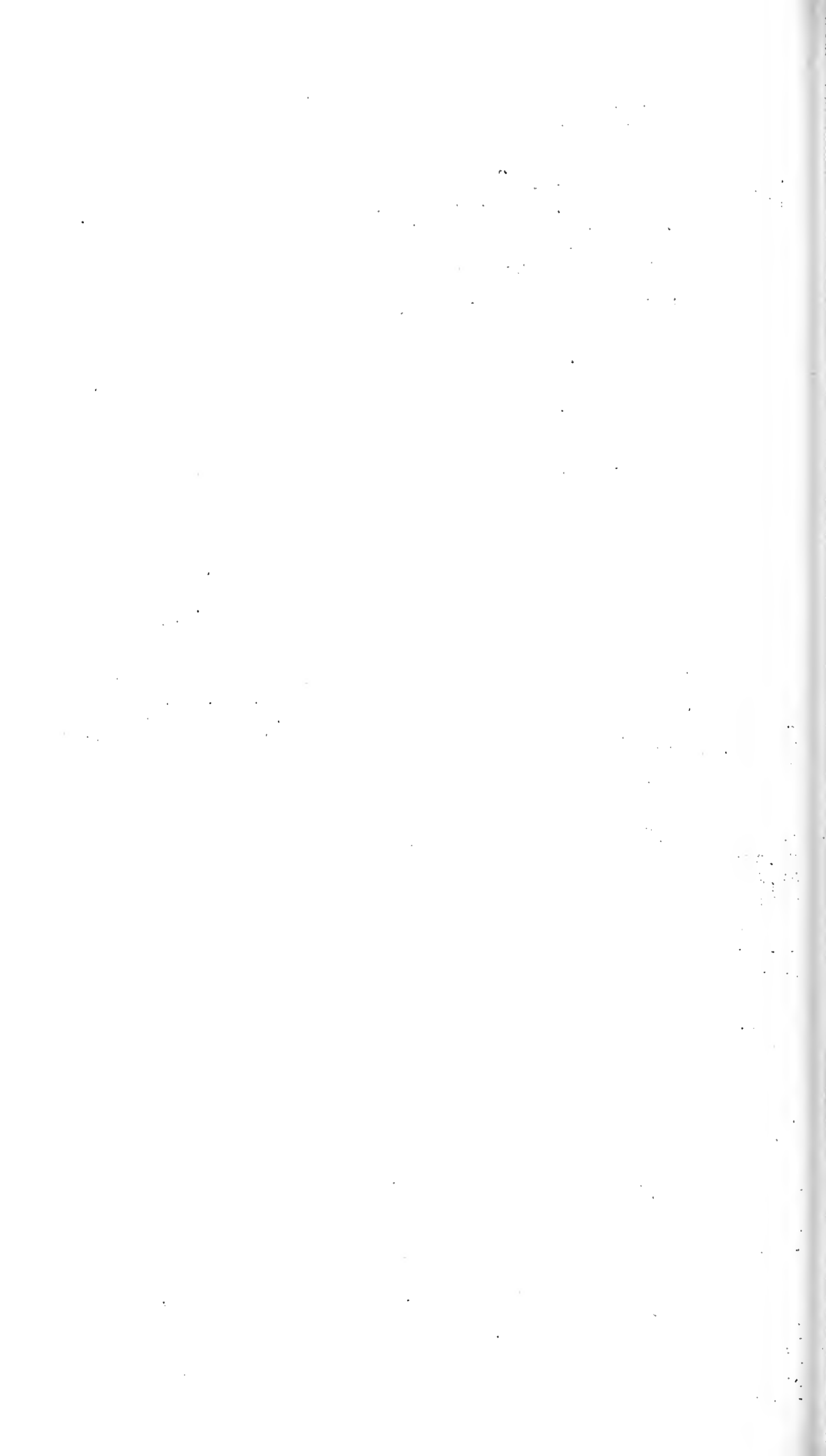
Assessor Wolden offers as a culmination of the current fiscal year's work, the assessment roll total of \$1,884,884,826, an increase of \$59,593,656 over the previous year. This increase consists of \$26,171,816 increase (after exemptions which increased \$4,857,417 to total \$51,925,928) in the assessed value of land, buildings and tangible personal property, subject to the full tax rate and a \$33,421,840 increase in solvent credits.

The Assessor's Land Valuation Division continued their intensive study to maintain equalized assessments. More than 20,000 valuation changes were made, resulting in an increase of \$2,244,442 in the assessed value of land to a new total of \$367,620,217.

Last year all industrial areas, south of Market area, Marina district and the tidelands were revalued. This year the land revaluation studies covered the Western Addition, Country Club Acres (south of Sloat Boulevard, west of Sunset Boulevard) Twin View Terrace, Lawton Heights, Sherwood Heights and Diamond Heights. In addition, Stonestown, Lakeshore Plaza and Parkmerced values were increased to reflect their present progressive status.

In addition to the actual valuation changes made, other areas of the city have been studied in preparation for future valuation changes which may occur. A survey was also completed of vacant stores in the city. The survey covered all neighborhood business districts and the downtown district, south of California to Mission Street, and from Van Ness Avenue east to the Embarcadero. In the 150 blocks in the downtown area, only 3,831 front footage of vacancies was found. Assessor Wolden is closely watching such vacancy figures, which are still relatively minor, because of the so-called transition period in the central business district.

Building valuation of \$617,390,288 increased \$18,694,282. Of the amount, \$3,737,455 was due to the alteration and remodeling of 2,887 existing buildings. Of new construction there were 1,454 homes and flats, 307 apartment buildings and 216 commercial and industrial buildings. Most of the new constructions were single family dwellings in the outlying areas of the city, particularly in the outer Mission.



Tangible personal property went up to \$10,090,508 to a new total of \$288,288,894. The assessed value of personal property has shown a steady increase, despite the trend of some heavy industry to locate in suburban and rural areas and the tendency of our major department stores and other large mercantile establishments to open locations in the various counties of the metropolitan Bay area.

The Assessor feels that his intensive auditing policy has been the most important factor in the increase of personal property assessed values, offsetting the decentralization that has taken place.

The Business Audit Division of the Assessor's office has continued the policy of making examinations throughout the eastern part of the United States and of the Pacific Northwest of the firms maintaining branches in San Francisco whose head offices are outside the state.

This year's solvent credits total is \$663,511,355, an increase of \$33,421,840. Solvent credits in commercial bank accounts and accounts receivable are taxed at the State-fixed rate of ten cents per one hundred dollars. This total produced \$663,511 in revenue.

Assessor Wolden believes that the steady growth in value of San Francisco property has continued, and that the growth of our neighboring Bay area counties has tended to strengthen the position of San Francisco as one of the leading business and financial centers of the world.

It is recommended that the Assessor present to the Board of Supervisors for their consideration and for possible later adoption, facts and figures concerning the introduction of a payroll tax on non-resident San Franciscans along the lines of the Philadelphia Plan. There are many thousands of people employed within the City and County of San Francisco, using the utilities and benefits of the City and County, earning a payroll within the City and County but enjoying residence outside the City and County where the majority of their income is spent without very much benefit to the City and County of San Francisco.

Recently residential locations have developed immediately adjoining the county line, which not only deprives the City of its real and personal taxes but the fact that these shopping districts are right outside the County line further deprives the City of its 1/2% sales tax while the people living in those districts enjoy the same benefits as those within the City and County of San Francisco.

It is recommended that the Public Utilities Commission negotiate with the County of San Mateo for the purpose of having taxes presently assessed against the San Francisco Municipal Airport covering the real property owned by the City and County of San Francisco eliminated as a participation which the County of San Mateo should subscribe to this utility which benefits the residents of San Mateo as much, if not more, than the residents of the City and County of San Francisco.

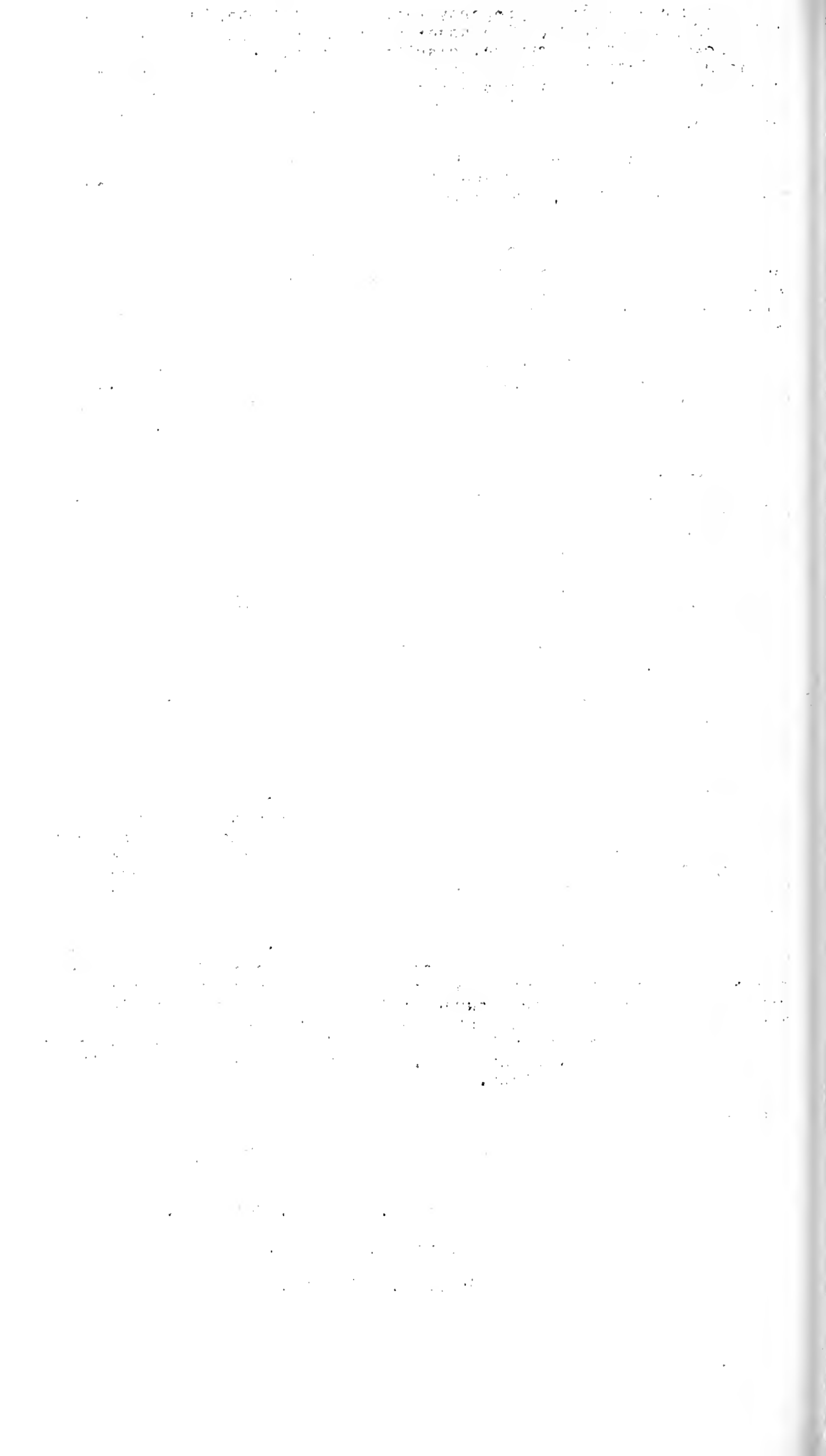
Submitted by:

COMMITTEE ON ASSESSOR, TAX COLLECTOR, SALES TAX

Lester L. Goodman, Chairman,

Armando J. Zirpoli,

Ralph J. Poltroni.





GRAND JURY REPORT ON THE OFFICE OF THE TAX COLLECTOR

November 20, 1953

The Tax Collector is responsible for the annual collection of approximately \$70,000,000.

In addition to the collection of real property and personal property taxes, he must also direct the activities of the Purchase and Use Tax Bureau, the Bureau of Licenses, the Bureau of Delinquent Revenue Collections, and the Parking Meter Collection Division. He must also work with the State Controller in connection with delinquent real estate taxes. He must prepare the annual delinquent tax roll, publish the delinquent tax list, sell and deed delinquent property to the State, conduct public auction sales of unredeemed property, prepare and deliver deeds to the purchasers at auctions, and prepare all related records.

For the fiscal year 1952-53, the real property tax delinquency was slightly in excess of  $1/2$  of 1% - actually 0.528%. The cost of collecting real property taxes is less than  $1/2$  of 1%.

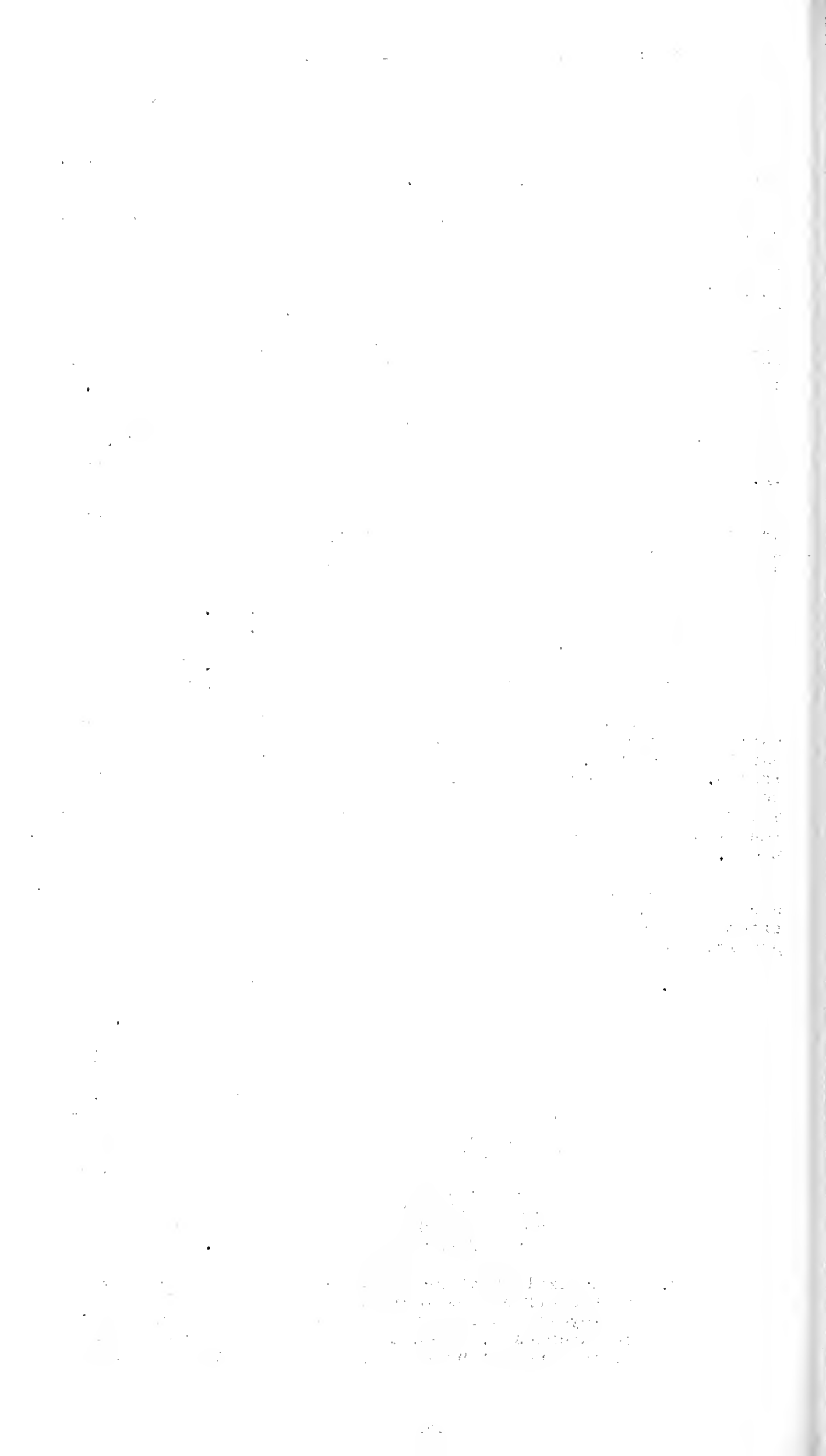
For the fiscal year 1952-53, real property and personal property collections amounted to \$61,661,012.93. The following amounts were collected for the same period by the various other divisions under the jurisdiction of the Tax Collector:

Purchase & Use Tax	-	\$5,120,068.78
License Bureau	-	565,262.89
Bureau of Delinquent Revenue Collections	-	608,881.40
Parking Meter Division-		800,004.44

The head cashier in the Tax Collector's Office sends a daily itemized account of all moneys received to the Controller and the Treasurer, along with carbon copies of the receipts issued. This permits the Controller to maintain a continuous audit daily, monthly and annually of all money collected. The Tax Collector and the Controller cooperate closely to make certain that there is complete control and absolute accounting of all collections.

With an increased work load due to an increase in the number of tax bills, licenses, and parking meters, it is becoming exceedingly difficult to render proper service to the taxpaying public. Two solutions are suggested for further study:

1. A survey should be made by the Civil Service Commission of the duties and classifications of the employees in the Tax Collector's Office. The office consists of a number of bureaus whose activities must be coordinated, so that personnel may be shifted from one bureau to another as the various peak loads of work occur during the year. At the present time, the various bureaus are semi-independent, and greater efficiency would result if there could be greater coordination. A chief deputy or chief administrative assistant is needed to assist the Tax Collector in centralizing and coordinating all functions, and to centralize all personnel matters, purchasing, and the supervision of all forms and materials used.
2. Mechanization of Procedure - While the work load of the office has increased, the number of permanent employees and the appropriation for temporary help has decreased. When the different bureaus in the office are hit by their peak load at the same time,



temporary help must be employed to serve the public and to receive their tax payments within the statutory deadlines to avoid delinquency penalties.

Installation of business machine equipment, such as a proper punch card system, would greatly simplify the work of the License Bureau and would also reduce the costs of the Controller's Office in making their daily and monthly verifications.

An expansion of the use of this equipment, which is already used by the Assessor in producing the assessment roll and the property tax bills for the Tax Collector, would enable the Tax Collector's Office to perform its mandatory functions and at the same time remain within its reduced budget. It would also assist the Redemption Officer, who has charge of the redemption of delinquent property for the City Controller, simplifying the work of that department and give them a more effective control. The Assessor has been most cooperative in the past, and his tabulating division should be commended for the assistance they have already given to the Tax Collector's Office and the Controller's Office.

**CASH DIFFERENCE FUND** - Serious study should be given to the installation of a "Cash Difference Fund" as authorized by State law. At the present time, individual tellers employed in the office are personally responsible for deficits in collections. Various counties in the State are operating successfully under the cash difference fund law, and in private business our banks work under a similar procedure.

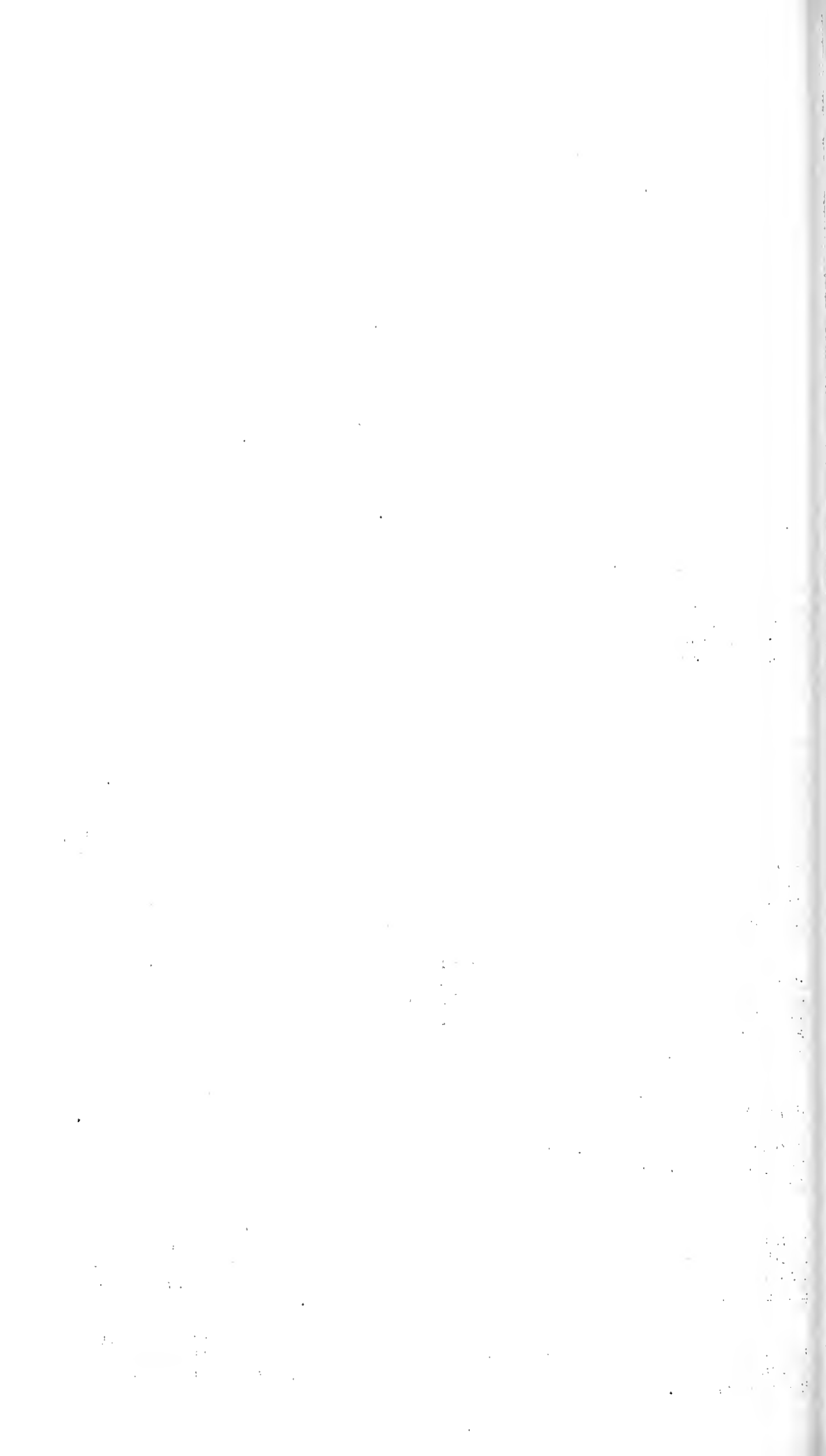
Government Code Sections 29370-29381 permit the establishment by the Board of Supervisors of a Cash Difference Fund to cover deficits or overages in collections. These sections provide for the daily reporting and auditing of any deficit or overage. The cash difference fund would be subject to control by the City Controller and the Board of Supervisors. Any repeated deficits or overages by any particular teller would be apparent immediately, and proper action would be taken. On the other side of the picture, it must be recognized that City tellers are outstandingly efficient and honest, and the establishment of such a cash difference fund would be a morale booster. Attached is a copy of the Government Code sections providing for this fund.

**COMMENDATION** - The employees of the Tax Collector's Office and of the various bureaus therein should be commended for their efficiency and integrity in collecting and accounting for the annual collection of \$70,000,000. There never has been a question as to the handling or accounting for this large sum of the taxpayers' contribution to local government.

The Parking Meter Collection Division, consisting of one supervisor and twelve collectors, should be commended especially. These men collect, weigh, sort, and count more than \$800,000 annually from the 11,525 parking meters. This handling of an originally unknown amount of money is performed with outstanding diligence and honesty.

When the parking meters were first installed, there was considerable illegal jamming of the meters and the Police Department cooperated very efficiently in stopping this practice to the point where today these offenses are negligible. The Police Department should be commended for their action.

All of the department heads appear to be performing outstanding jobs and the Tax Collector's Office through the high morale and efficiency is a smooth running team, all of whom are to be commended.



The Bureau of Delinquent Revenue Collections is asked to collect accounts that other City departments have been unable to collect. Much of the success of this bureau is due to the activities of the nine field inspectors, under the direction of the Senior Inspector.

With the mechanization of the accounting procedures and proper support of the budgetmaking authorities and the Civil Service Commission, the San Francisco Tax Collector's Office would be one of the most outstanding in the State.

COMMITTEE ON ASSESSOR, TAX COLLECTOR, SALES TAX

LESTER L. GOODMAN, CHAIRMAN

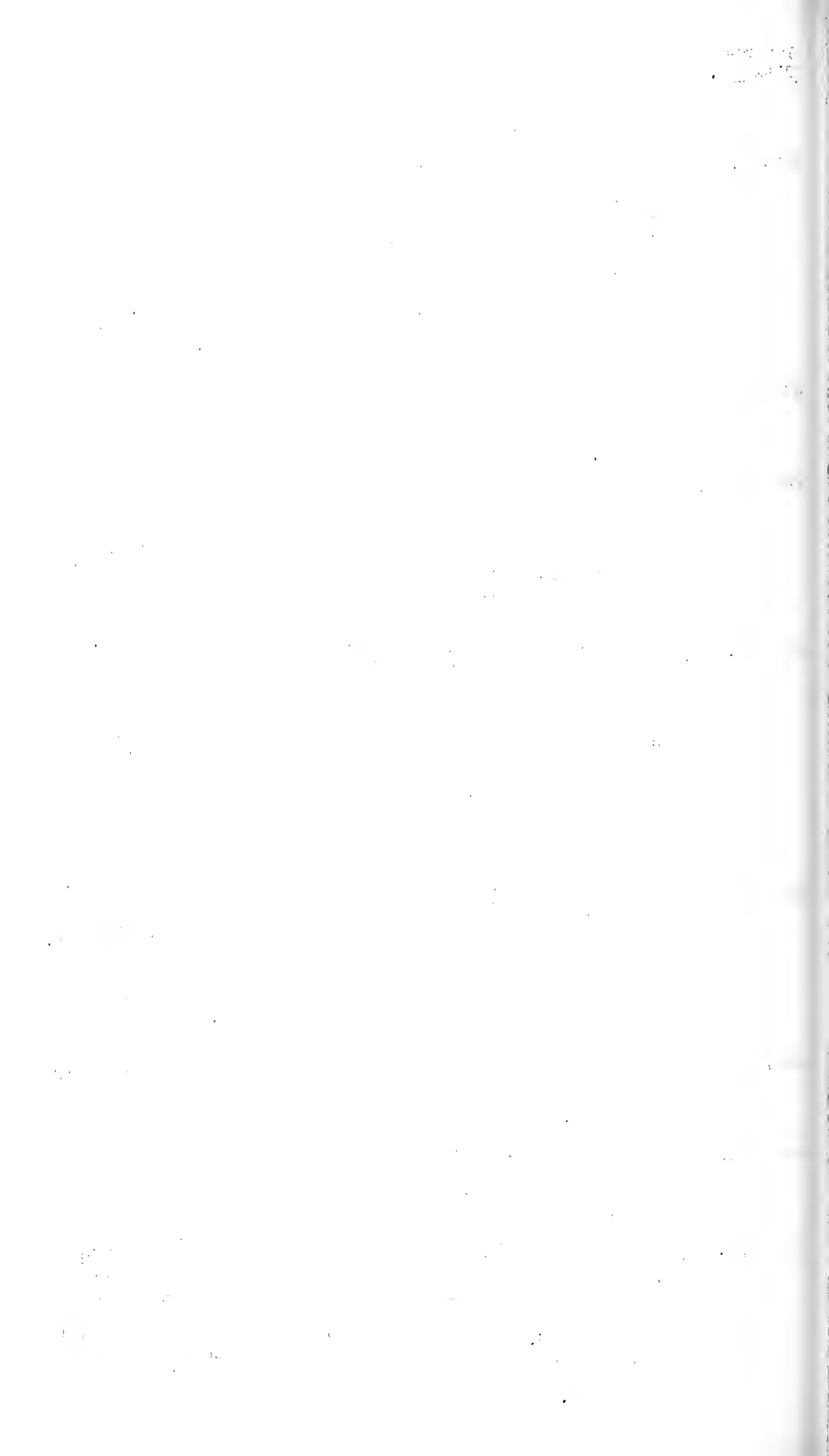
ARMANDO J. ZIRPOLI

RALPH J. POLTRONE



COUNTY OFFICERS' CASH DIFFERENCE FUND

29370. Establishment: Method: Transmission of certified copies of resolution.  
The board of supervisors may establish a county treasurer's cash difference fund for the use of the county treasurer or county tax collector's cash difference fund for the use of the county tax collector by adopting a resolution setting forth the amount of the fund. The board may establish either fund or may establish both funds by separate resolutions. Certified copies of the resolution shall be transmitted to the county auditor and county treasurer.
29371. Establishment of overage fund. If the board elects to establish a cash difference fund, it shall by the same resolution also establish an overage fund for the treasurer or tax collector.
29372. Drawing and paying warrant for amount in resolution. Use of fund. Upon adoption of the resolution the auditor shall draw his warrant in favor of the treasurer or tax collector, as the case may be, in the amount set forth in the resolution, and the treasurer shall pay the warrant. The treasurer or the tax collector shall use the fund only for cash deficits pursuant to this article.
29373. Daily report of deficit or overage: Failure to report.  
Any person in the office of the treasurer or tax collector for whose use a cash difference fund has been established who receives and disburses money placed in his custody as directed by law or by official authority shall render a written report to the treasurer or tax collector, as the case may be, at the close of each business day, setting forth the exact sum of any cash deficit or overage in his account for that day. Failure to report any cash deficit or overage at the close of the business day in which it occurred is a violation of this article.
29374. Report of cash deficit: Reimbursement of cash: Amount.  
If a cash deficit is reported to the treasurer or tax collector he shall immediately reimburse the cash charged to the person in the amount of the cash deficit. The reimbursement shall not exceed the amount in the cash difference fund unless that fund is replenished by the board of supervisors, and in any event not to exceed the sum appropriated by the board.
29375. Report of overage: Deposit. If an overage is reported to the treasurer or tax collector, he shall immediately deposit the overage in the overage fund in the county treasury.
29376. Account of cash difference fund. The treasurer or tax collector shall upon demand of the auditor or board of supervisors give an account of the cash difference fund.
29377. Exhaustion of cash difference fund: Application for replenishment: Itemization of cash deficits. If the cash difference fund becomes exhausted, the treasurer or tax collector, as the case may be, may make a written application to the board of supervisors to have it replenished. In his application he shall itemize each cash deficit as to amount, date of occurrence, and the name of the person whose account was reimbursed from the fund.





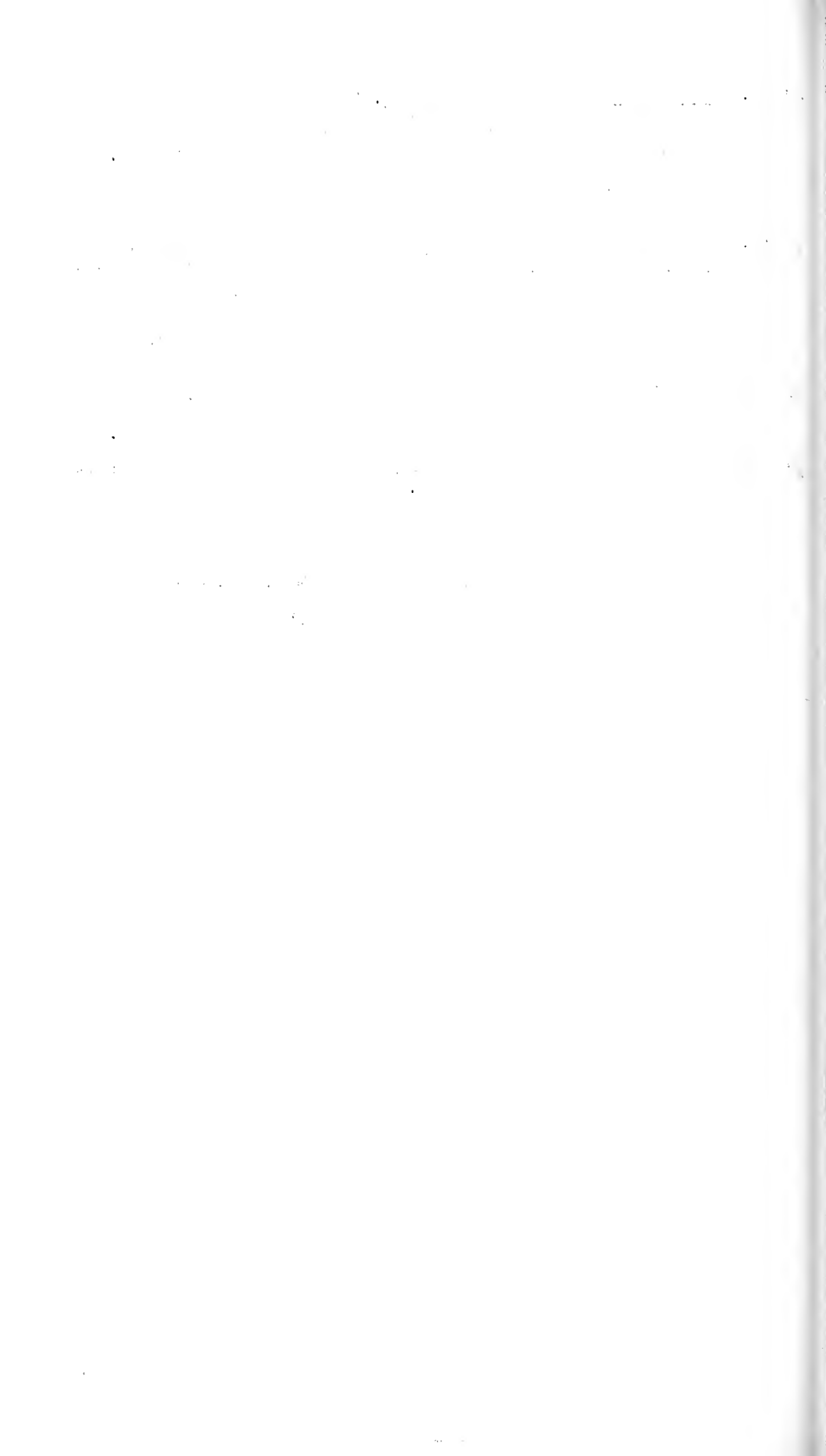
29378. Same: Manner of replenishment. Upon application the board may replenish the cash difference fund by resolution directing the county auditor to draw his special warrant for that purpose on the county general fund. The treasurer or tax collector, as the case may be, shall pay the warrant and deposit the money in the cash difference fund.
29379. Discontinuance of cash difference fund: Account and deposit of balance. The board may at any time discontinue the cash difference fund. If the cash difference fund is discontinued, the treasurer or tax collector, as the case may be, shall immediately give an account thereof and deposit any balance remaining in that fund in the county general fund.
29380. Transfer of overage fund to county general fund. At the end of the fiscal year the board shall transfer any money in an overage fund to the county general fund.
29381. Violation of article a misdemeanor. Any violation of this article is a misdemeanor.

-----

LESTER L. GOODMAN, Chairman

ARMANDO J. ZIRPOLI

RALPH J. FOLTRONE



FINAL REPORT ON COUNTY CLERK, RECORDER, REGISTRAR AND PUBLIC  
ADMINISTRATOR, SAN FRANCISCO GRAND JURY.

Mr. Emil K. Bender, Foreman  
San Francisco Grand Jury:

COUNTY CLERK

Your committee has been in contact with Mr. Mongan throughout this year and found this department most efficient.

The County Clerk's Office is currently engaged in a large scale program of file removal.

All of the old civil and probate files are being transferred from the City Hall headquarters and the Hall of Justice to the new Recorder Center at 150 Otis Street.

This operation is relieving the congestion in the third floor Main Office of the County Clerk. However, as this removal program will take considerable time, and the new filings keep increasing, the office urgently needs twenty additional five draw steel filing cabinets to keep abreast of requirements.

This request for filing equipment was made by former Grand Juries and was made by this one but nothing has been done.

All filing and records are kept up to date every single day which is a rather unusual record for an office of this size.

The amount of business in all departments has been steadily increasing. There were 10,622 civil actions filed during the last fiscal year plus 3,515 probate and guardianship proceedings.

The gross revenue in fees collected by the office during the last fiscal year amounted to \$194,428.13 compared with \$190,744.99 for the proceeding year.

The County Clerk's Office is approximately 65% self-supporting.

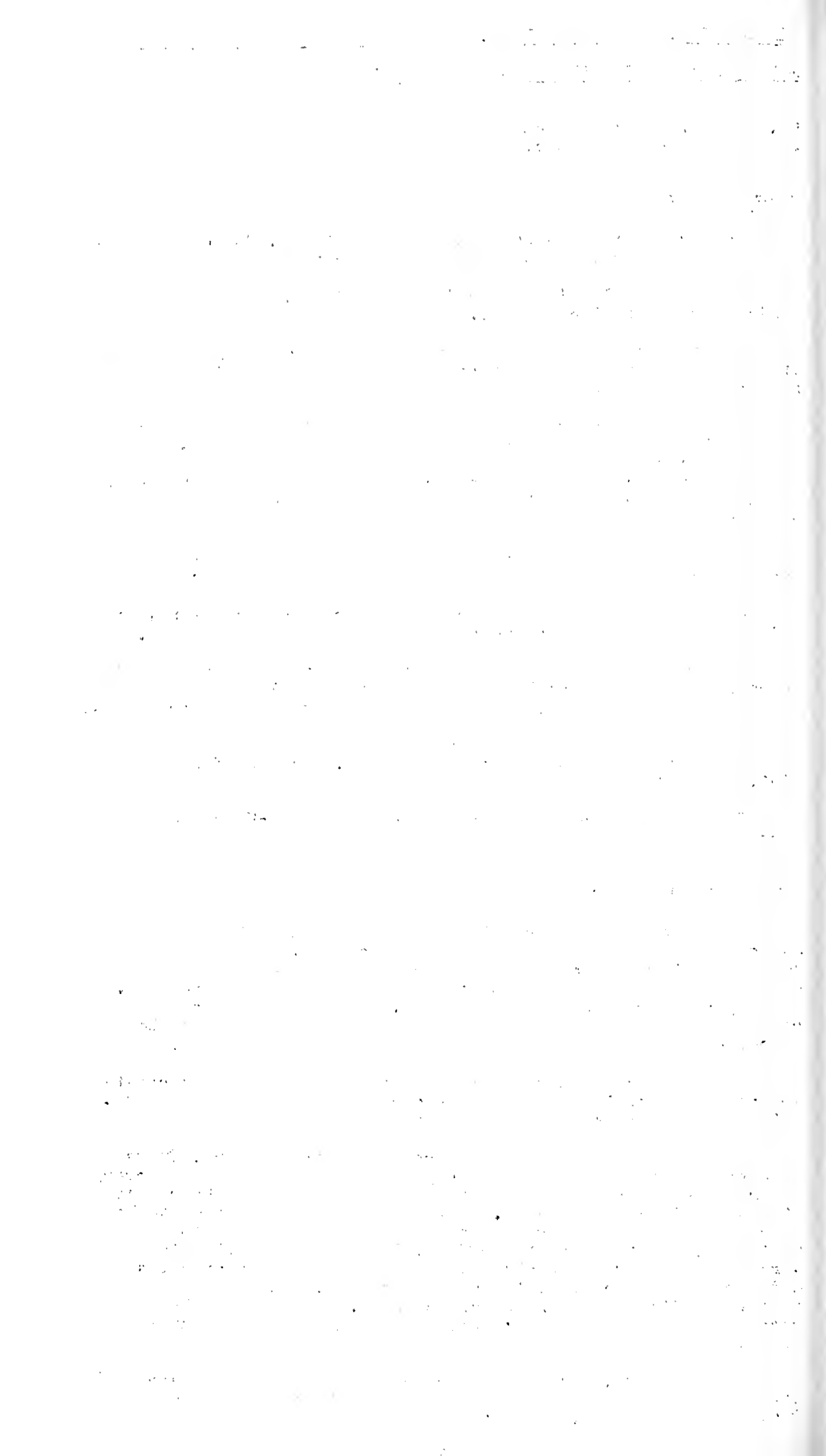
PUBLIC ADMINISTRATOR

The unsatisfactory conditions under which Senior Legal Stenographer Bertha Hastings has been working, as described in second quarterly report dated August 14, 1953, paragraph (a) have been partly relieved but considerable remains to be done. A heavy backlog of work still exists. With the approaching retirement of Miss Hastings, provision should be made for her successor to be employed prior to her leaving the office.

An ordinance is now before the Board of Supervisors creating one new position of legal stenographer for this department. This will go far toward bringing the office work up to date.

Since the above mentioned second quarterly report, funds have been provided by an emergency appropriation and a temporary general clerk typist (male) has been put to work in the office of the Public Administrator. This employment has proved to be extremely helpful as such person is able to assist in the multifarious details of the office, including investigation work; handling, care, custody and sales of estate properties and personal effects; typing of inventories, accounts and reports; filing; and general office work. It is strongly recommended that this employment be continued on a permanent basis.

To summarize, two things have been accomplished toward establishing an adequate working crew in the office of the Public Administrator, to wit:



1. Provision for employment of one additional permanent legal stenographer.
2. Employment of the general clerk typist (although only on a temporary basis.)

Two things remain to be done:

1. Employment of a successor to Miss Hastings several months prior to her quitting active duty.
2. Making the general clerk typist (male) a permanent employment.

#### Office Space

As stated in the first quarterly report of this committee, the floor space occupied by the Public Administrator is inadequate. Personnel and furniture are badly crowded.

The Main Office, which measures 19 x 19½ feet, contains eight desks occupied by six persons (stenographers and book-keepers) as well as eight four-drawer filing cabinets and a safe.

In the Public Administrator's "private" office, which measures 12 x 13 feet, it is necessary to share the room with a general clerk typist and a stenographer.

All other available space in this department is fully occupied.

Larger quarters for the Public Administrator should be provided as soon as possible.

#### RECORDER AND REGISTRAR

This committee feels that Mr. Toomey's Department is run very efficiently with a minimum of expense to the City.

Previous Grand Juries have called attention to the need of a city-owned warehouse for the storage and servicing of the City's voting machines. While this did not carry in the last election we feel that the new Grand Jury should support this project.

The City pays a rental of \$10,800.00 a year for storage without proper facilities for handling, adjusting or loading and unloading of these machines.

Criticism, directed at the Election Department was investigated by this committee and found to be erroneous. Changes showing from day to day in election tallies on particular offices where the vote has been close might give an erroneous conclusion that these errors are being made by the office of the Registrar of Voters, but this is not the case.

Under ordinary circumstances, where the contest is not close, on any proposition of office on the ballot, any difference shown between those tabulated on election night and the final canvass of the vote would not appear in the public press.

The fact is that all errors brought to light from day to day are the results of corrections made by the Registrar of Voters after recanvassing the vote from the voting machines, said corrections being made on the tally list and the semi-official return taken by the precinct boards on election night.

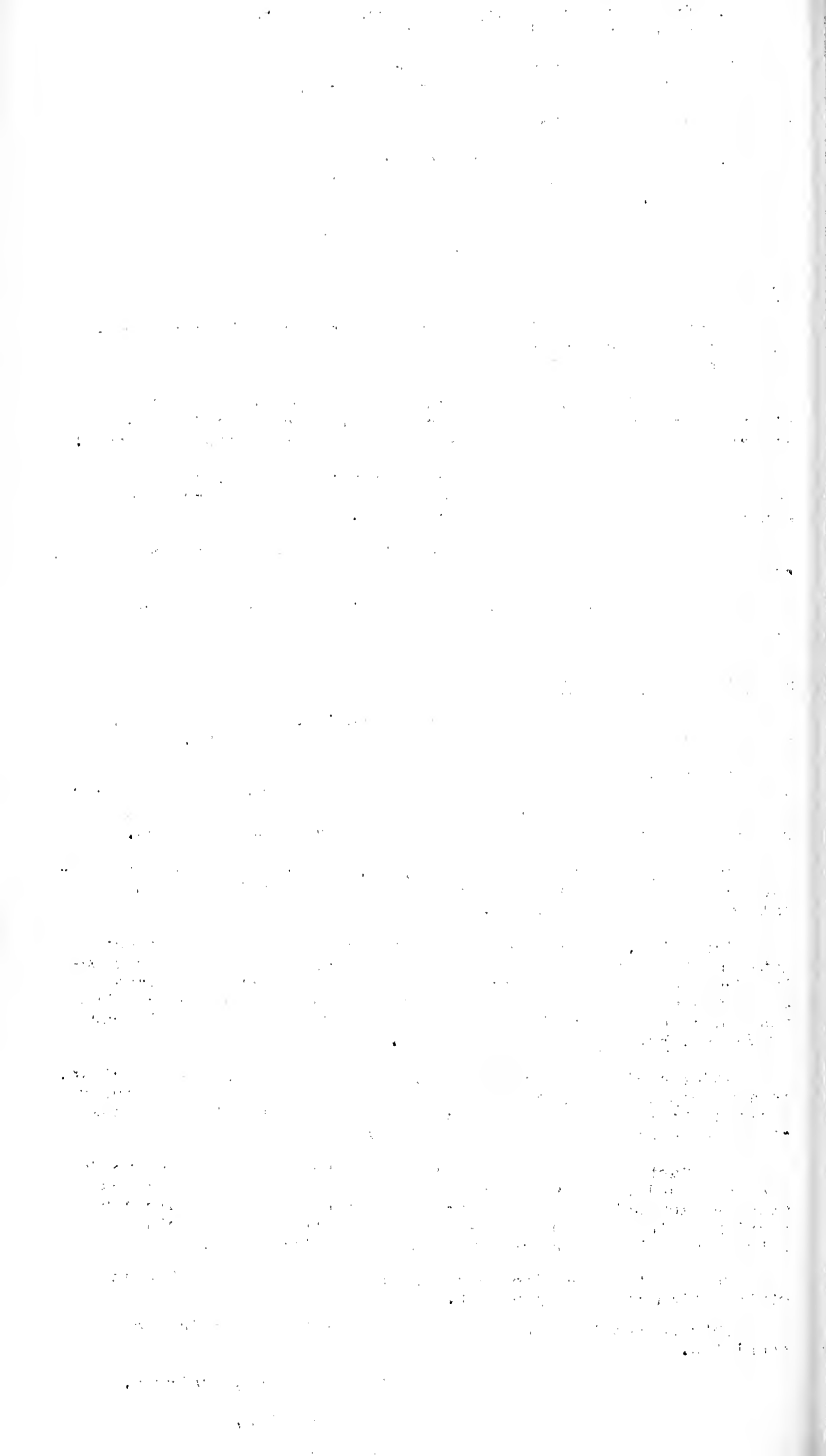
We feel that Mr. Toomey should be complimented on the administration of his department.

This report is respectfully submitted by the following committee.

EDMUND J. MULLANEY, Chairman,

DEWITT C. MCGINNIS,

MALACHY RUANE.



THE 1953 GRAND JURY REPORT, OFFICE OF THE DISTRICT ATTORNEY

The operations of the District Attorney's office are carried out under physical conditions which, in private industry, would be described as intolerable. The District Attorney must maintain four separate establishments in the City and County.

The principal office at 550 Montgomery Street consists of a portion of the eighth floor in the Scatena Building. These quarters are rented from the Bank of America and are in no way fitted for the work which is carried on. This is the principal office of the District Attorney and yet there is no available space as waiting or reception room for the general public save a small open area adjacent to the switchboard and the elevators. This is not a room but an open space and it is in the direct line of all traffic coming in and out of the office. The so-called accommodations for the general public consist of a few hard-backed chairs and there is no possibility under the present setup for furnishing a decent, comfortable place for those people who have business with this office.

There is no facility of any kind for the holding of the many meetings and conferences which are a routine part of the work of this office. When such meetings are held, as they must be at regular intervals, it is necessary to use the law library which is a room without windows or ventilation of any kind, which is of course intended to be used as a law library.

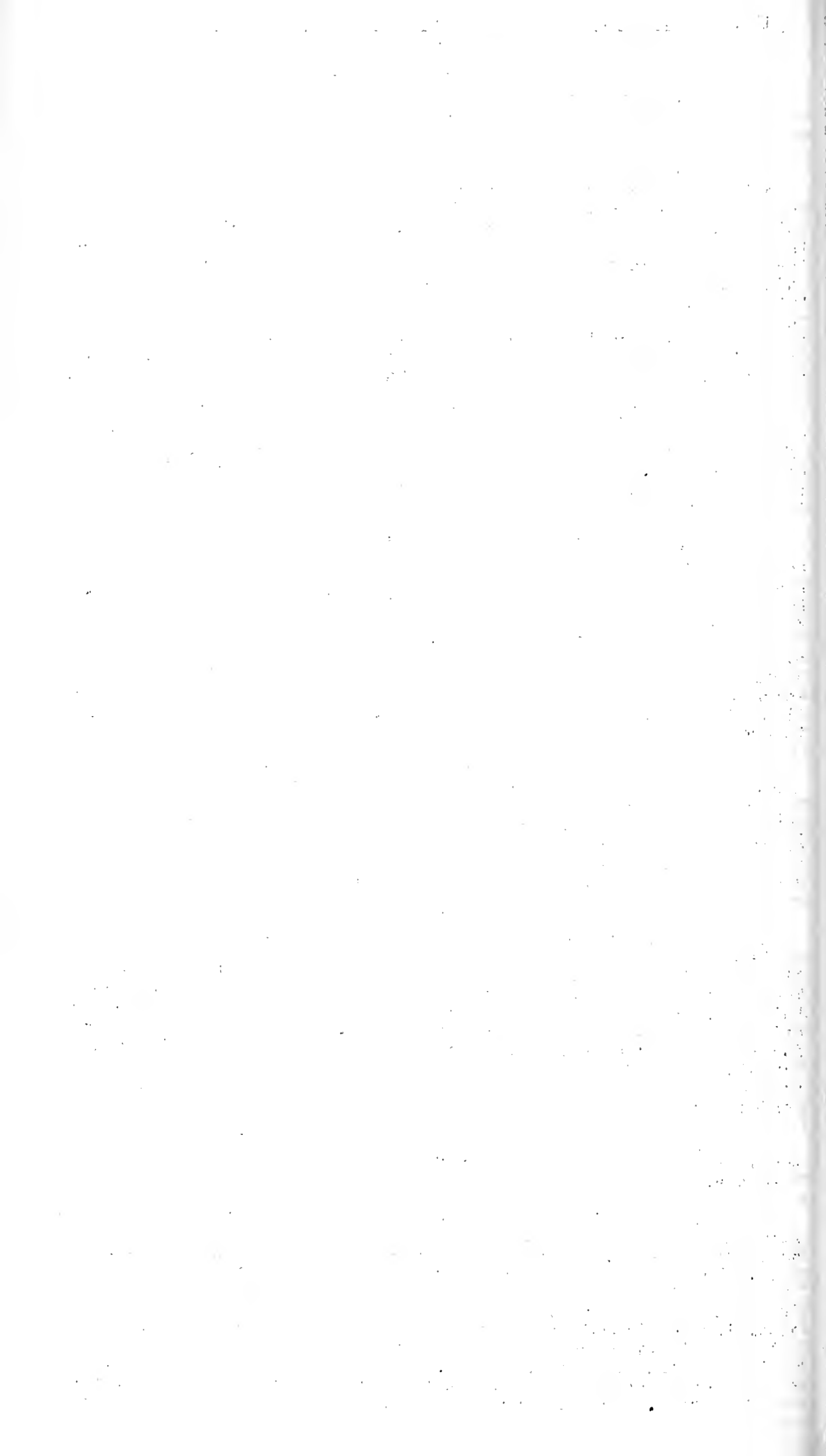
The statistical and record division of the District Attorney's office is also an unventilated room where as many as four people may be working at one time. It is shocking to think that people must work under these conditions. The entire setup at 550 Montgomery Street is inadequate and impractical for the operation of the District Attorney's office. The problem is made even worse by the fact that on the ninth floor of this building the Bank of America operates numerous pieces of heavy machinery, the noise of which is sufficient to drown out ordinary conversation in any portion of the District Attorney's office. This noise, incidentally, is present 24 hours a day.

Because of the inadequacy of the quarters at 550 Montgomery Street, the District Attorney maintains an office devoted to the Bureau of Family Relations and Aid to Needy Children Department at 580 Washington Street. These are make-shift quarters without proper elevator service and it is obvious that it does not contribute to the efficiency of any operation to have a portion of the work done two blocks away from the main office.

Another office of the District Attorney is maintained at Room 207 in the Hall of Justice. This is known as the Complaint Division and the quarters used are ancient and makeshift. Facilities are, in the opinion of this Committee, totally inadequate. The District Attorney, in using a portion of the Hall of Justice Building, is presented with exactly the same problem which faces our criminal courts and the police department. An examination of the facilities used by these agencies will illustrate a pressing and immediate need for a new criminal courts building to house the police department, criminal courts, District Attorney, Public Defender and the probation office.

A fourth office of the District Attorney is maintained at the Youth Guidance Center. The facilities at this place seem to be adequate.

This Committee is advised that the District Attorney's office has taken steps to secure, at least on a temporary basis, quarters which will be adequate and convenient to the Hall of Justice. We believe that it is in the interest of the efficient operation of this office and the general welfare of the people of San Francisco that all assistance be given to the District Attorney in obtaining the immediate use of any property which can be converted into a facility which will provide sufficient space for all of the offices of the District Attorney. We are advised that negotiations are presently under way to lease the building located at 604 Washington Street. We have inspected this property and the plans for





its reconversion into a District Attorney's office. In our opinion, this building would meet all of the requirements until such time as a new criminal courts building is provided.

The office of District Attorney Thomas C. Lynch is run in an efficient and business-like manner. The City and County of San Francisco, in our opinion, should be proud to have men of such high caliber in this office.

Respectfully submitted,

THE COMMITTEE ON THE OFFICE OF THE  
DISTRICT ATTORNEY

MARCEL R. HOCHEDÉ, Chairman  
ALFRED KARP  
LESLIE J. CLEASBY



Report on the Office of the City Attorney

CITY ATTORNEY

December 22, 1953

In investigating the office of the City Attorney, we obtained the following figures of the number of suits that were filed against the city or that were filed by the city:

Jan. 1, 1949 to Dec. 31, 1949:

Municipal Railway:	304	
Non-Municipal Ry.:	122	
Filed by this Office:	<u>25</u>	- Average per week: 8.07
Total No. of cases:	451	

Jan. 1, 1950 to Dec. 31, 1950:

Municipal Railway:	321	
Non-Municipal Ry.:	139	
Filed by this Office:	<u>29</u>	- Average per week: 9.4
Total No. of Cases:	489	

Jan. 1, 1951 to Dec. 31, 1951:

Municipal Railway:	304	
Non-Municipal Ry.:	149	
Filed by this Office:	<u>39</u>	- Average per week: 9.46
Total No. of Cases:	492	

Jan. 1, 1952 to Dec. 31, 1952:

Municipal Railway:	339	
Non-Municipal Ry.:	223	
Filed by this Office:	<u>63</u>	- Average per week: 12.02
Total No. of Cases:	625	

The final figures for the year 1953 are not fully completed, but Mr. Holm advises that the indications are the total will exceed slightly that of the year 1952. The figures do not include actions in the Small Claims Court which up to December, 1953 totaled 37 suits.

Up to the date of this report, the City Attorney has rendered 123 written opinion to all elected and appointed officers, commissions, boards, and heads of departments, during 1953.

Exclusive of the cases in the Small Claims Court, the City Attorney's office in the calendar year has disposed of 424 cases up to December of 1953.

In the past few years this office has tried in the Superior Court from 30 to 33 per cent of all the jury cases, although Mr. Holm states that for the year 1953 the indications are this per cent of jury cases will be slightly less than previous years, but the percentage of court cases is higher than in former years.

Throughout the year 1953 the figures disclose that plaintiffs sought to recover from the city \$6,485,436, and after trial or settlement of the actions the City Attorney's office was able to keep recoveries down to the sum of \$578,857, or approximately 9 per cent of the amounts sought. In these figures given by Mr. Holm and obtained from his records he points out that the percentage of recovery is higher in Municipal Railway cases than in the other suits filed against the city.



Report on City Attorney's Office - continued

To the foregoing figures for the activities of 1953, 61 suits were dismissed on motion of the City Attorney's office because of failure on the part of the plaintiffs to prosecute the suits within five years.

There are two things apparently wrong in the City Attorney's office: one is that the staff of attorneys should be numerically increased as the legal business of the city has grown greatly in the last five years. Mr. Holm reports that at least 5 new deputies with 3 legal stenographers would result in a better presentation of the city's legal affairs and result in more money saved the taxpayers. The second thing wrong with the City Attorney's office is again the question of space. Five attorneys have their desks in one large room, which greatly impairs their efficiency and proves an embarrassment to people discussing legal affairs of the city.

Mr. Holm points out that in the estimate of help required he has made no provision for at least two additional attorneys who should be assigned to rate matters in which the city representing the taxpayers should devote their entire time.

The deputies in the City Attorney's office have been well selected, and while working under pressure at all times, they nevertheless render exceptionally good legal service.

The office conducted under the adverse conditions described is, from our observation, carried on in a business-like and efficient fashion and we commend Mr. Holm and the members of his office for work well done.

MARCEL R. HOCHÉDE, Chairman

ALFRED KARP

LESLIE J. CLEASBY



THE 1953 GRAND JURY REPORT - OFFICE OF THE PUBLIC DEFENDER

December 17, 1953

This Grand Jury, under date of October 13, 1953, submitted its interim report on the Public Defender's Office.

Over two months have elapsed since the submission of the interim report on the Public Defender's Office, and the Grand Jury has, during this two months' period, continued its observation of the Public Defender's Office and desires at this time to supplement the interim report of its committee.

For the past several weeks the public defender has been in a hospital due to a leg injury, perhaps the recurrence of a previous injury and necessarily has not been active in his office.

In the interim report of our committee, the following recommendations were made:

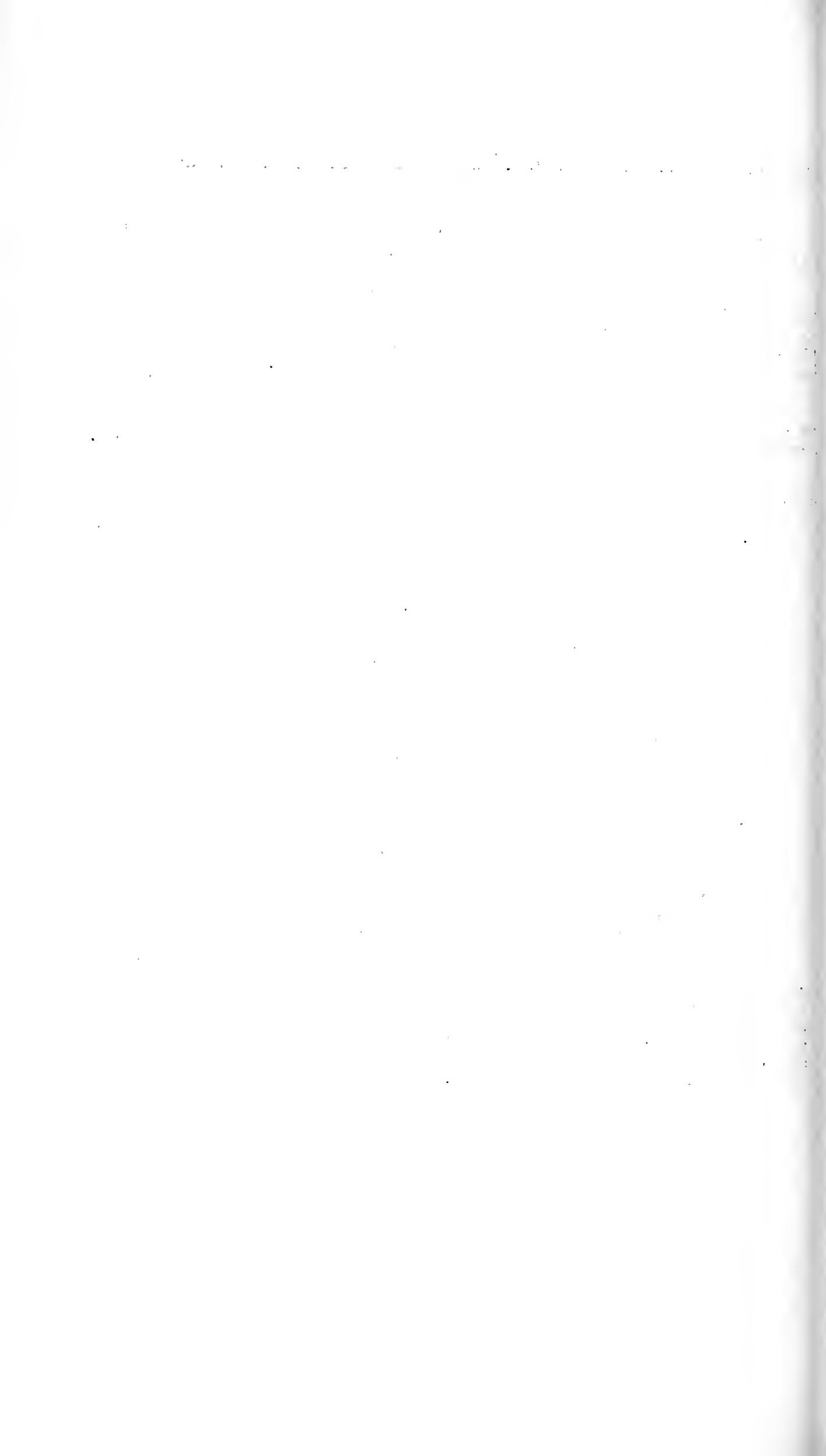
1. It is recommended that the salary of the public defender be increased to \$12,000 per annum and each of his assistants be increased to \$9,000 per annum.
2. It is recommended that the San Francisco Bar Association be urged to express its approval or disapproval of any candidate for election to any office of the City and County of San Francisco which is required to be filled by a duly qualified attorney at law.
3. It is recommended that attorneys appointed as assistants to the public defender be approved by the San Francisco Bar Association as a prerequisite to their appointment and acceptance of the office.
4. It is recommended that the public defender and his assistants should not be permitted to engage in private law practice while employed by the City and County of San Francisco and also that the City and County of San Francisco should provide an automobile for the use of the public defender and/or his assistants in the performance of their duties.

With regard to the other matters mentioned in the interim report, due to the absence of the public defender during his confinement in a hospital, we are not prepared to make any further findings upon the conduct of his office so far as he is personally concerned. We strongly recommend that the Grand Jury selected for the year 1954 continue to be cognizant of the situation previously referred to.

MARCEL R. HOCHEDÉ, Chairman

ALFRED KARP

LESLIE J. CLEASBY





SUPERIOR AND MUNICIPAL COURTS, CIVIL AND CRIMINAL; ADULT PROBATION.

Nineteen hundred and fifty-three has been an extremely busy year for all of the courts in the City and County of San Francisco. The cases have been efficiently handled and the presiding judge and all of the other judges are to be commended for their excellent endeavors.

One of the principal matters recommended by this Grand Jury for consideration and for follow-up by the 1954 Grand Jury is for their assistance in the matter of judges' salaries. This Grand Jury made certain recommendations early in this year as to increased compensation, and it is still believed that the original recommendation should have been adopted.

The Grand Jury believes that the judiciary should be compensated in a manner befitting the responsibility of their work and of their position in the community. We believe that they should not be compelled to go before the Legislature personally in attempts to improve their compensation.

The matter of judges' salaries should be given study by the appropriate committees of the Legislature between sessions (we understand this presently is being done) and an equitable basis of salaries, with appropriate differentials between the salaries of the courts of higher and of lower jurisdiction, and appropriate differentials relating to courts of the more populous and less populous counties, should be determined upon.

The State Bar and local bar associations should interest themselves in the subject. Then the matter should be presented to the Legislature in a dignified manner. In this way the judges will be relieved of the task of presenting the matter for themselves and the Legislature will have before it a reasonable basis for coming to its ultimate conclusions.

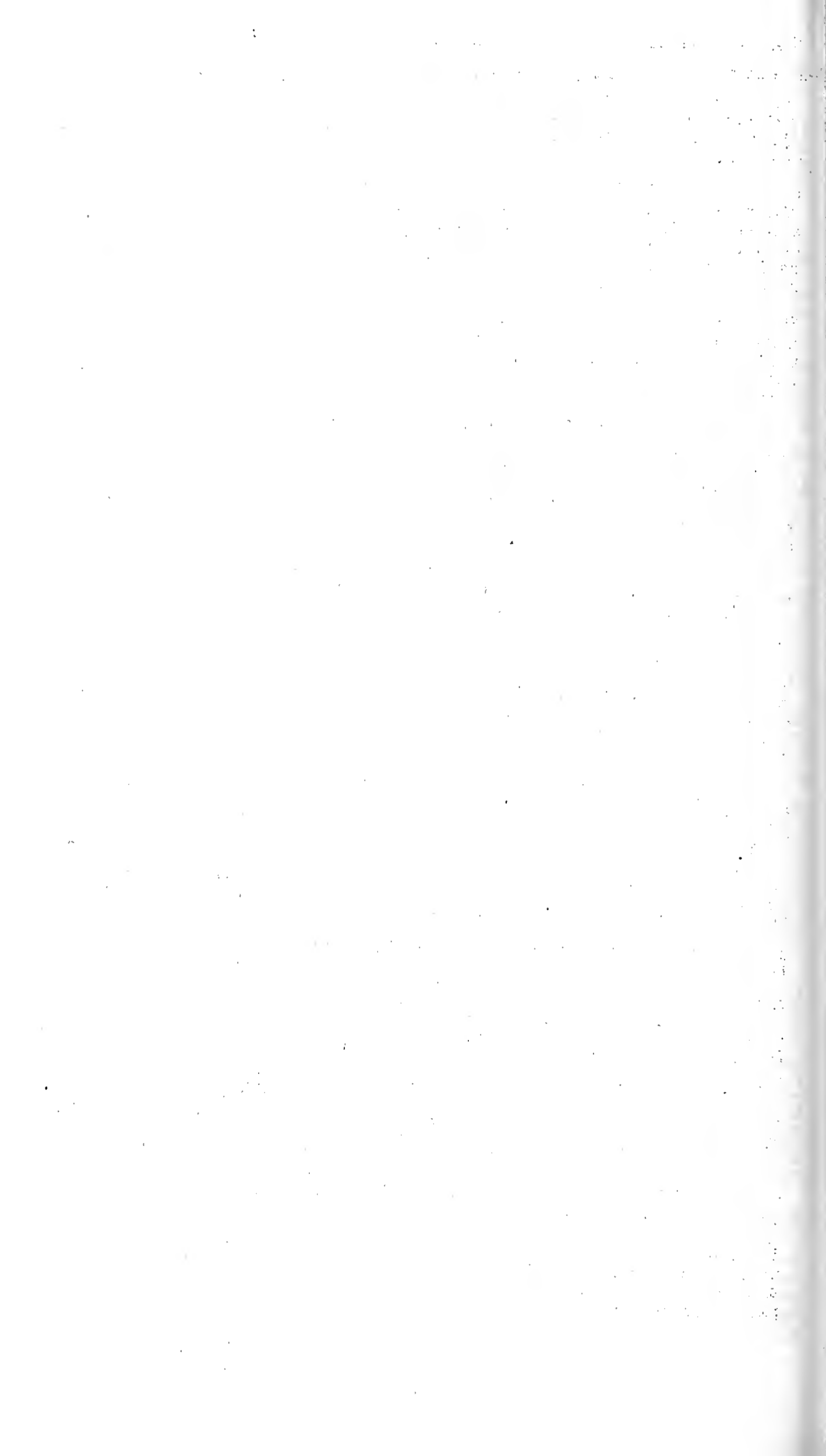
Court House: When the Civic Center was designed, a plot of land located on Larkin and Grove Streets was designated as a site for a court house. This development never took place and instead, the civil courts, both Superior and Municipal, were placed in the City Hall, where they are at present lodged.

The City and County of San Francisco requires more space than the present City Hall affords. As a consequence, there are certain rented premises at other locations occupied by other branches of the City and County government which should be located within the City Hall. If a court house was built upon the site originally designated, this would relieve the City Hall of a large percentage of its tenants, for not only would the courts be moved into this new court house, but other departments closely related to the courts could be moved into the court house as well.

It has been stated by certain officials that the City Hall should be turned over to the courts and their related departments; however, the City Hall itself is too large for such an arrangement, and, additionally, the present courts leave much to be desired in their suitability. The City Hall as it is now designed does not provide adequate rooms for trial juries; it doesn't permit conference rooms for lawyers and their clients and doesn't have a proper grand jury room, nor many other facilities which make up an adequate court house. In this we are in complete agreement. In addition, to properly remodel the City Hall in this manner would cost a great deal more than would be justified over a long-term period, particularly when this building could suitably serve for the administrative offices of the City without any where near this expenditure.

San Francisco is one of the very few counties within the entire United States that does not have its own court house. The controversy over whether a court house or a new administration building should be built was but recently brought to our attention. Not having sufficient time to fully investigate the merits of the two ideas, we suggest that the 1954 Grand Jury make a comprehensive study of the proposed plans, with the hope that the best and most practical plan will be adopted.

Respectfully submitted  
ALFRED KARP, Chairman  
TIMOTHY S. MILONAS  
LESTER L. GOODMAN



## ADULT PROBATION DEPARTMENT

Report by Committee of Grand Jury of City and County of San Francisco, December, 1953.

December 22, 1953.

In its interim report for the period ending March 31, 1953, your Committee stated about the Adult Probation Department: "...this department does an extremely important job in its rehabilitation of probationers and its concern for their families. A direct effect of this job is to remove families from relief rolls and thus create a healthier community as a whole." To this statement, your Committee would like to add that not only is it convinced that probation is the most humane method of dealing with crime and the most socially profitable, but that, in fact, it is the most inexpensive way of dealing with crime. In this department's annual report for the fiscal year, 1952-1953, are statistics showing that the cost of maintaining a prisoner in jail or prison is \$1,200 per year. The net cost to the County of a probationer for this fiscal year was \$16.00.

However, we should like to point out that sometimes more spending brings greater economy. The question is: can our Adult Probation Department do an adequate job for this \$16.00 per capita cost. If not, then this money is being wasted. No less qualified a person than our Chief Probation Officer, John D. Kavanaugh, states that his department is not doing and cannot do an adequate job under the present circumstances. The following is quoted from the Department's annual report referred to above: "Admittedly, without proper supervision the opportunity to effect complete rehabilitation of an offender is lessened to such a degree that in many instances where the investigation shows the need for strict supervision, a negative recommendation is submitted, because the officer is well aware of the fact that the department does not have the personnel necessary to fulfill this needed function." This Committee wishes to emphasize that even \$32.00 per capita is a very small cost when compared to \$1,200. Furthermore, this committee firmly believes that per capita cost is immaterial where human values are concerned as they are here. No thinking man who believes in the dignity of the human being and no citizen who believes in good government can deny the advantage of rehabilitation as compared to punishment. No prison, however enlightened, can do as much to change a wrong-doer to a decent, respected citizen as can probation. Nor can any prison deal with and help the families and other people toward whom the wrong-doer owes obligations. The latter is one of the big jobs of our Adult Probation Department.

In its interim report, your Committee promised to study carefully the work of this department because of its special importance. Your Committee has done so and is firmly convinced that our Adult Probation Department is not doing the job that it should do. This is in no way a reflection on Mr. Kavanaugh and his small, hardworking crew. We feel that they have done heroic work in trying to keep up with the deluge of work that has been dumped in their laps. But they are fighting against great odds and cannot be expected to continue doing so indefinitely. It cannot be emphasized too often that this department needs help badly and that that help should be provided immediately.

The entire staff of this department consists of only 27 people. In addition to Mr. Kavanaugh, there are 2 senior probation officers, 14 probation officers, 1 bookkeeper, 1 senior clerk-stenographer, 7 clerk-stenographers, and 1 clerk-typist.

In all, 4864 investigations were handled by the 14 supervising probation officers during this fiscal year. One-half of these were pre-sentence investigations, which, for complete handling, could easily have occupied the full time of all



Adult Probation Department report - continued

of these officers. However, these officers also supervised probationers, collected funds, and handled investigations for modification of jail sentences along with many other duties.

One of the most important divisions of this Department is the Family Division. Referrals for supervision in this ever-growing division have more than doubled during the past five years. The collection of funds, alone, has become a major function of this division, \$336,794.34 having been collected during the past fiscal year. It is interesting to note the purposes for which these funds were collected. \$193,244.62 was collected for minor children and other family support, \$67,157.47 was returned to merchants, hotels and other commercial institutions and \$76,392.25 was collected in fines and other restitution and went directly into the coffers of the City and County. Your Committee feels that, even more important than these collections is another amount, estimated by Mr. Kavanaugh at \$6,500,000. This is the approximate amount that these probationers were able to earn to support themselves and their dependents this fiscal year. This amount, your Committee sincerely feels, is closer to the amount saved by our County and State governments the past fiscal year as the result of the activities of our Adult Probation Department.

The chief work of the Department is the supervision of probationers. During the past fiscal year, 2800 probationers were supervised by the 14 supervising officers. This is an average case load of 200 per supervising officer, the highest of any County in the State and more than twice the case load for proper supervision according to nationally recognized standards. Our neighboring county, Alameda, had a total of only 2500 probationers, 300 less than San Francisco, during the past fiscal year. That county had 28 probation officers, twice as many as San Francisco.

This Committee is curious to learn why nothing has been done in the past several years to provide adequate personnel for the Adult Probation Department. The recommendations which follow are not original with your Committee. Similar recommendations have been made by previous Grand Juries and by the National Probation and Parole Association which made a comprehensive study of the needs of this department in January, 1950 on the basis of the supervision of only 2080, instead of 2800, probationers. Furthermore, in recent weeks, our local newspapers, with no dissent, have pointed out the sad lack of adequate personnel in this department.

Your Committee recommends the following minimum additions to the staff of the Adult Probation Department of this City and County: 3 clerk-stenographers, 1 telephone operator, 8 probation officers and 4 senior probation officers.

We cannot emphasize too much the necessity for immediate action on this recommendation. No procrastination should be tolerated. The problem is a serious one and failure to act soon will, we are convinced, result in a great loss in human values as well as an eventual financial loss.

We further note that the department is housed in cramped quarters with improper lighting and ventilation. It seems grossly unfair to the employees of this department to burden them with poor working conditions in addition to excessive work. Furthermore, we note that half of the members of the professional staff do not have private offices. This means that a great deal of the interviewing work done by them must, perforce, be semi-public. To preserve the dignity of the probationers as human beings, we feel that privacy is absolutely essential when they



Adult Probation Department report - continued

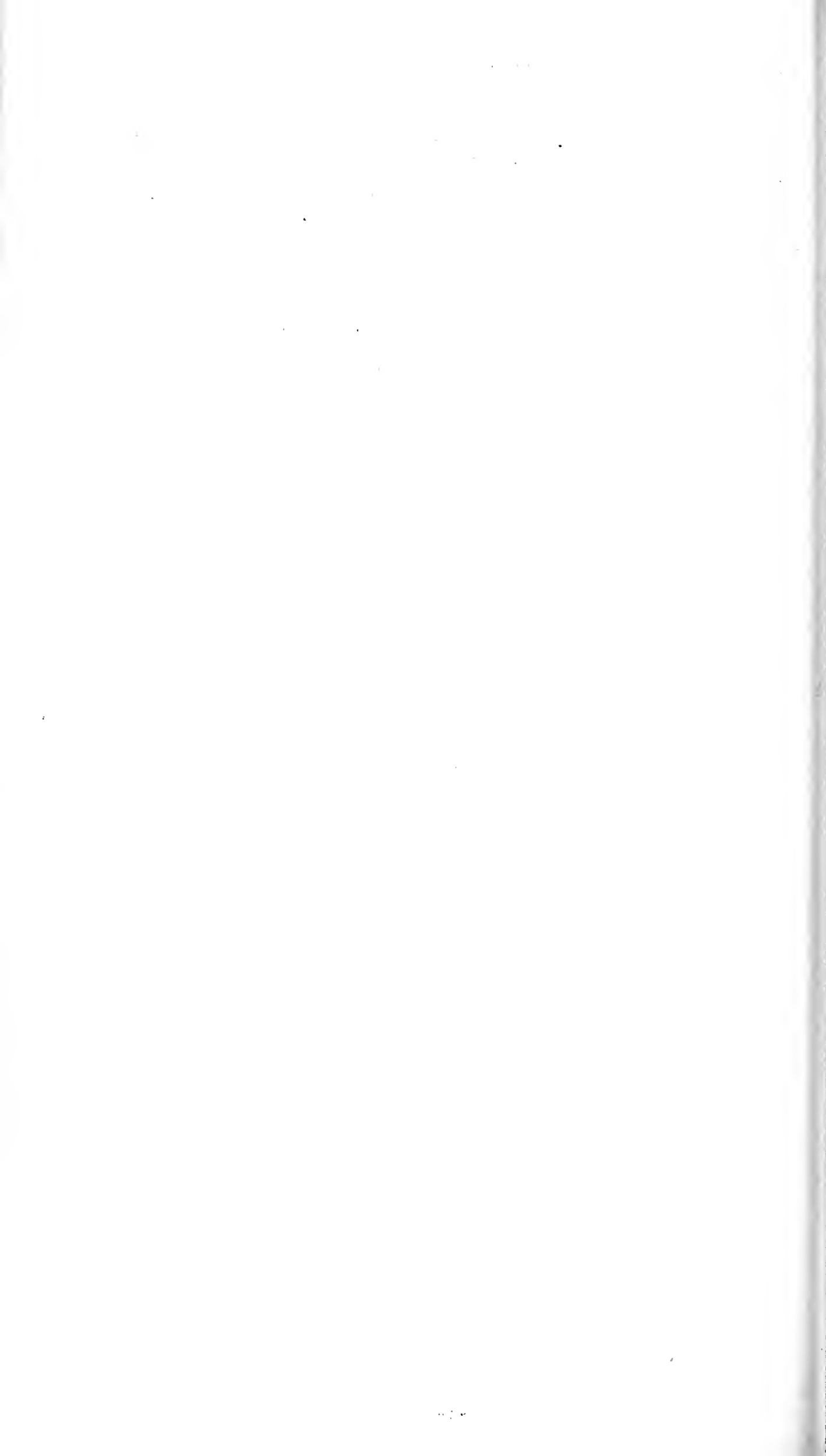
are being interviewed. The object of probation is rehabilitation and not humiliation. We recommend, therefore, that adequate facilities be provided for the comfort of the employees of this department and to insure privacy during interviews of the probationers with the professional staff.

Respectfully submitted,

ALFRED KARP, Chairman

TIMOTHY S. MILONES

LESTER L. GOODMAN





THIRD AND FINAL REPORT - POLICE DEPARTMENT, CORONER, LIQUOR PERMIT  
COMMITTEE - PERIOD JULY 1 TO DECEMBER 1, 1953.

To the Honorable  
The Grand Jury of the City and County of San Francisco

Gentlemen:

Your committee on "Police Department, Coroner and Liquor Permits," composed of Marcel R. Hochede, Walter W. Mohrdick, and the undersigned, wish to submit the following observations for the above period and further recommendations relative to these departments.

POLICE DEPARTMENT

In our continuing study of the Police Department since the beginning of our term in office we have made certain suggestions which we felt would improve the quality and scope of service rendered the general public by this department. We have had the constant cooperation of the Chief of Police and other members of his department. In so far as our recommendations came under the authority of the Department, we feel that they have been given due recognition and in several cases remedies have already been effected. In others, such as the suggestion that women should replace men in police headquarters to handle clerical work wherever possible, we found there was an answer for not putting our suggestions into practice. In this case, for instance, we found that the men who were handling such work are officers who have been injured in the line of duty, or for reasons of health, are no longer able to perform the physical activities necessary for enforcement duty. We readily concur in this practice as it exists.

Another of our suggestions, the elimination of "meritorious credits" as a basis for accumulating points in promotion examinations has been referred to the voters and has been upheld in the recent elections.

The following are the recommendations that were made in our second quarter report and which still require action.

1. Establishment of a Police Uniform Supply Department. Uniforms should be handled by the Police Department (also equipment) at cost to the officer plus a 10 per cent handling charge. Rule books call for the property clerk to issue regulation cloth to the man who then has it tailored and returns the finished uniform for the captain's inspection before wearing it. Guns, ammunition, clubs, Sam Browne belts and other items of equipment should be subject to group purchase plan, which would enable officers to save tremendously--particularly when entering the Department as new officers. The rule book calls for this procedure but it is not adhered to. Cloth now being received from most uniform tailors is of inferior grade--not of Department specification. The average cost is \$85.00 and it wears out rapidly.
2. Loss of Equipment in the Line of Duty. Further, it was noted from the report of the 1952 Grand Jury that in case of loss of uniform or equipment in the line of duty no provision is made to compensate the officer for such loss. No recommendation was made to correct this by the 1952 Grand Jury; however, they did go on record as saying it was unfair. We, therefore, would like to recommend that provision be made to compensate officers for such losses.
3. New Uniform Design and Color. If we may go one step further, we would also like to suggest that a study be made as to the possibilities for changing the color and design of our San Francisco Police Department's uniforms. It seems to us that San Francisco's finest should be readily discernible from other City and County employees.



4. Title to Motor Vehicles Seized and Confiscated by Reason of Narcotic Violations. In this Committee's first and second quarter reports we stated that the State law regarding title to confiscated motor vehicles seized in narcotic arrests when such arrests are made by the local police department should be amended so that the title to the confiscated motor vehicle would vest in the Police Department whose member was responsible for the arrest and seizure. We have noted that no action was taken in the Legislature and suggest that this matter be referred to the succeeding Grand Jury, to be placed again before the Legislature which convenes in 1955.

We again wish to refer to the review of the report of the Police Committee of the 1952 Grand Jury, as shown in our second quarter report, restating their recommendations and our approval and/or suggestions.

1. Recruiting Standards. That recruiting standards should be maintained at a high level and that the training program should be intensified to assure that every officer is competent to perform any assigned duty.
2. Rates of Compensation. That rates of compensation should be established and maintained at a level that will prove attractive to qualified applicants and provide fair remuneration to those already employed and grant an equitable return to the older officer for long and faithful service.
3. Continuous Training Program. That an active and continuous training program be maintained for all personnel.
4. Probationary Period Discipline. That more effective and consistent use of disciplinary power, at the disposal of appointing officers, be maintained during the probationary period. This is the time when borderline officers should be weeded out of the Department.
5. Establishment of a Planning and Research Unit. That a "Planning and Research Unit" be formed (when the Department is at full strength for the purpose of guiding operations to meet the many demands for police service and policy decisions. Assignments to this unit should be made with the provision that they not strip the line divisions of needed personnel at any time. Assignments to be made by the Chief of Police.
6. Specialized Assignments. That specialized assignments should be made by the Chief of Police, rather than be subject to civil service selection, of officers who have demonstrated ability to perform other duties (such as assistant to the Criminologist, to mention one). Further, that some provision should be made to provide for a salary increment which would be payable to such officers only when actually performing the types of duty that justify the specialized classification. This Committee has not had the time to fully explore this situation, but we feel it should be given careful study and that the actual establishment of such assignments would depend, too, on certain policy declarations by the Chief of Police. In any case, the number of such specialized assignments should be limited. The 1952 Committee felt ten to twelve special assignments would seem a reasonable number.
7. Patrol Service Equipment Budgetary Support. Under the heading of "Patrol Services" in the 1952 Police Committee report it was stated that it was found the change to one-man patrol cars and the subsequent release of 44 officers for foot patrol work had worked out satisfactorily. The Committee had a consultation with the Chief of Police and his immediate aides and it was felt that more effective patrol may be forthcoming if there was an additional means of motor transport. Due to the physical pattern of certain



of the city's districts, last year the Chief devised a plan of using three-wheel motorcycle units in each police district to augment the foot patrols. The Chief believes more assignments of this nature would materially improve the quality of patrol coverage available in residential areas. The Committee, therefore, recommended that budgetary support be assured to carry this program into effect and this Committee concurs in that recommendation.

8. Establishment of a Library. That a centrally located library be developed so that all members of the force may have the opportunity to study and keep abreast of the trends and the developments in their profession.

9. Hall of Justice Bond Issue Support. That careful study be made of the recommendations and request for consideration of a bond issue in the Chief of Police's Capital Improvement Program for the fiscal year 1953-54. We recommend that this bond issue be used to finance the construction of an annex to the present Hall of Justice. Cost of remodeling the present Hall of Justice should also be included. The Chief of Police has also asked that provision be made in the bond issue for construction of a Police Academy and Training Facility. We feel that this is of major importance if we are to maintain the type of police department our citizens expect.

10. Rotation of District Commanders. That the former administration practice wherein District Commanders were subject to annual rotation should be renewed. It is this Committee's opinion that this should be done; however, on a semi-annual basis instead of an annual basis.

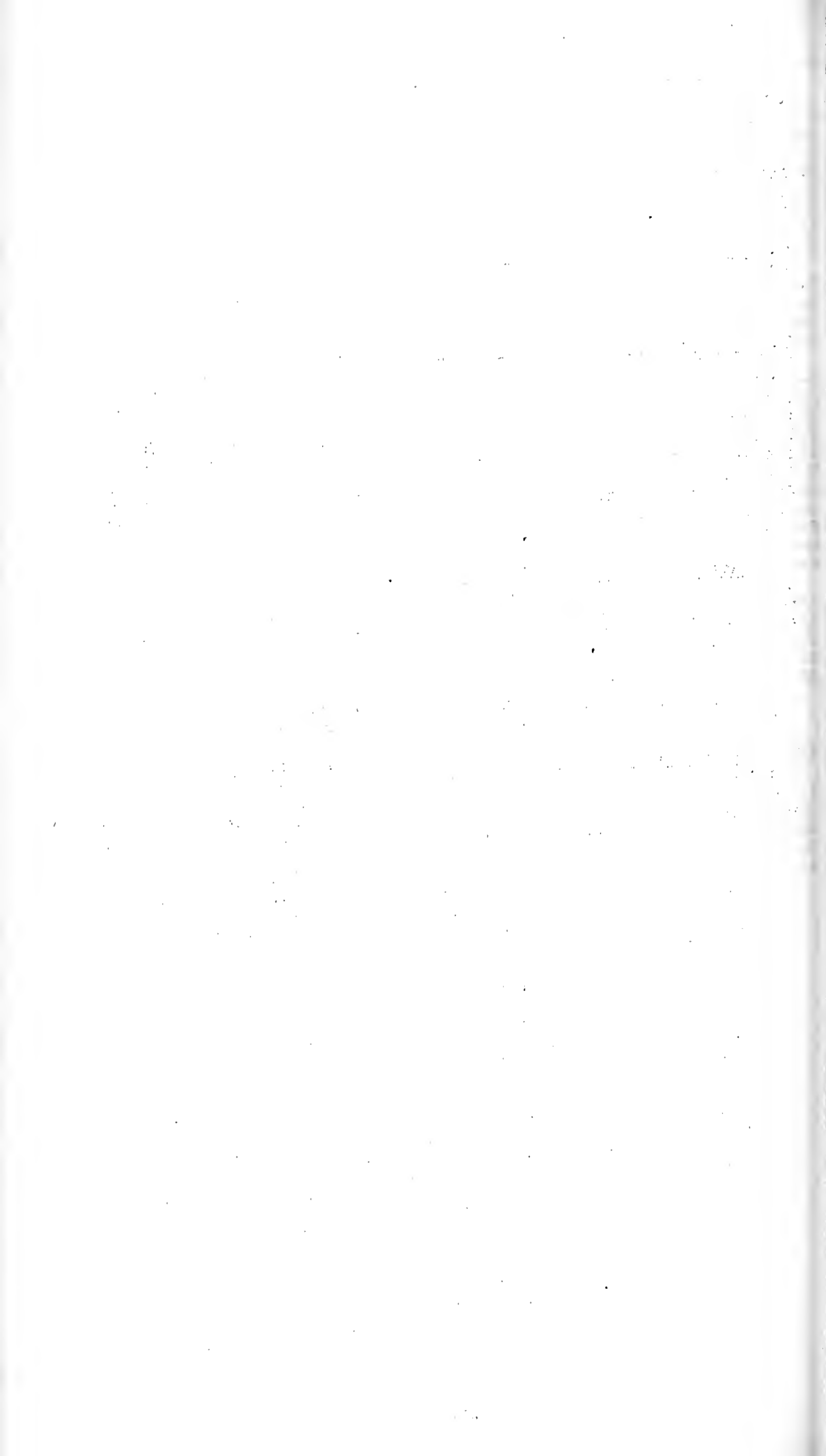
The following is a report on the current period activities, findings, and recommendations of this Committee.

1. Special Grand Jury Committee - Chief of Police Meeting. As a result of a special meeting between the Chief of Police and the Special Committee of the Grand Jury regarding the professional and personal conduct of several Police Officers under investigation in recent months, we feel a review of our findings is in order.

(a) We can be assured that lack of discipline on the part of a few officers does not reflect a general condition in the Department. For the most part, our some seventeen hundred men on the Force are sincere and honest men, devoted to performance of their duty.

(b) Such failures in proper procedures to be followed in the performance of duty can be prevented, in our opinion, with the strengthening of the training program and the use of continuing training program, about which more will be said later in this report.

(c) In the cases of serious malperformance of duty and bad moral conduct, we find that the grounds necessary for dismissal in such cases must indeed be difficult, if not impossible, to substantiate, for the most severe punishment that can be rendered is suspension without pay for charges of unofficerlike conduct. Since public confidence in the Police Department is reflected by the activities of each and every member of the Department and not as a group, it follows that a study should be undertaken in the near future to change the provisions for dismissal. Any officer guilty of serious offenses against the welfare and moral code of society should not be allowed to remain a Police officer--for the good of the public as well as the men in the Department.



(d) It is generally said that "where there is smoke, there is fire," and whether there is further corruption in the Department or not we feel the Department itself would like to be assured one way or the other. If there is not, it would restore public confidence and increase Department morale. If there is, it goes without saying that the Department would be the first to want the situations cleaned out and corrected. It has been pretty well demonstrated that it is almost impossible for a police department to investigate itself. With that in mind, it would appear to be imperative that the District Attorney be equipped with his own investigators in order to make it possible for the District Attorney to investigate. Indeed, just the knowledge that the District Attorney has these investigators--and they should be top men--would probably do much to hold down much of the shenanigans which might be going on in the Police Department. It would also make it possible, in many cases, for the District Attorney to do much undercover work which the police do not seem to be able to accomplish.

(e) A great deal has been said about the subject of gambling, particularly in Chinatown. In so far as we have been able to investigate and determine, we conclude that the situation has been exaggerated out of its actual proportion. It is incumbent, however, on the Department to continue its watchfulness of this situation, strictly enforcing the laws governing these conditions to the fullest extent.

2. Change in Commissioner System. This Committee took under consideration and study a plan to recommend the change of our present three-man police commissioner system to a single commissioner system. There is no question that nepotism in the Police Department is a bad situation which is contributing to the general lack of proper discipline and in a measure is contributing to the lowered morale in the Department. In discussing this situation with a large number of peace officers, they feel that the answer is not the single commissioner system, as used in New York. They point out that the New York Police Department has been riddled with scandals despite their type of administration. They feel that three civilian commissioners is the proper type of operation as it assures civilian guidance, in which this Grand Jury concurs. They claim, however, that even with nepotism there is a solution. (See No. 3.)

3. "Personnel Rating System." As stated above, there is a solution for the improvement of discipline and morale in the Department, even with nepotism. It is the "Personnel Rating System." This system can give a proper estimate of every man in the Department, is fool-proof, and is most workable, and insures everything desirable in placing the proper person in the proper job, and assures recognition of achievement in promotions. Our investigation revealed that the system as it would apply to our Police Department, and the forms to be used, is in the files of the Department, having been printed sometime ago. During the last few months the Chief of Police by General Order has placed in operation this system for rating of probationary personnel. This program holds promise of proving a sound and a meaningful administrative device to review the achievements of individual recruits during the critical probation period. This program will replace the somewhat haphazard method employed in the past. It is the recommendation of this committee that when the new program has been tested and has proven its worth, a similar program should be inaugurated for the periodic rating of all Department personnel. Such an extended program should prove useful to future administrators in selecting the best qualified officer for particular assignments. Use of a rating system serves many purposes. It tends to make the valuation of





performance less personal and more objective. The supervisory officer becomes more conscious of his own duty and obligation. The rating system, if properly supervised, should stimulate on-the-job training and the objective study of various field techniques.

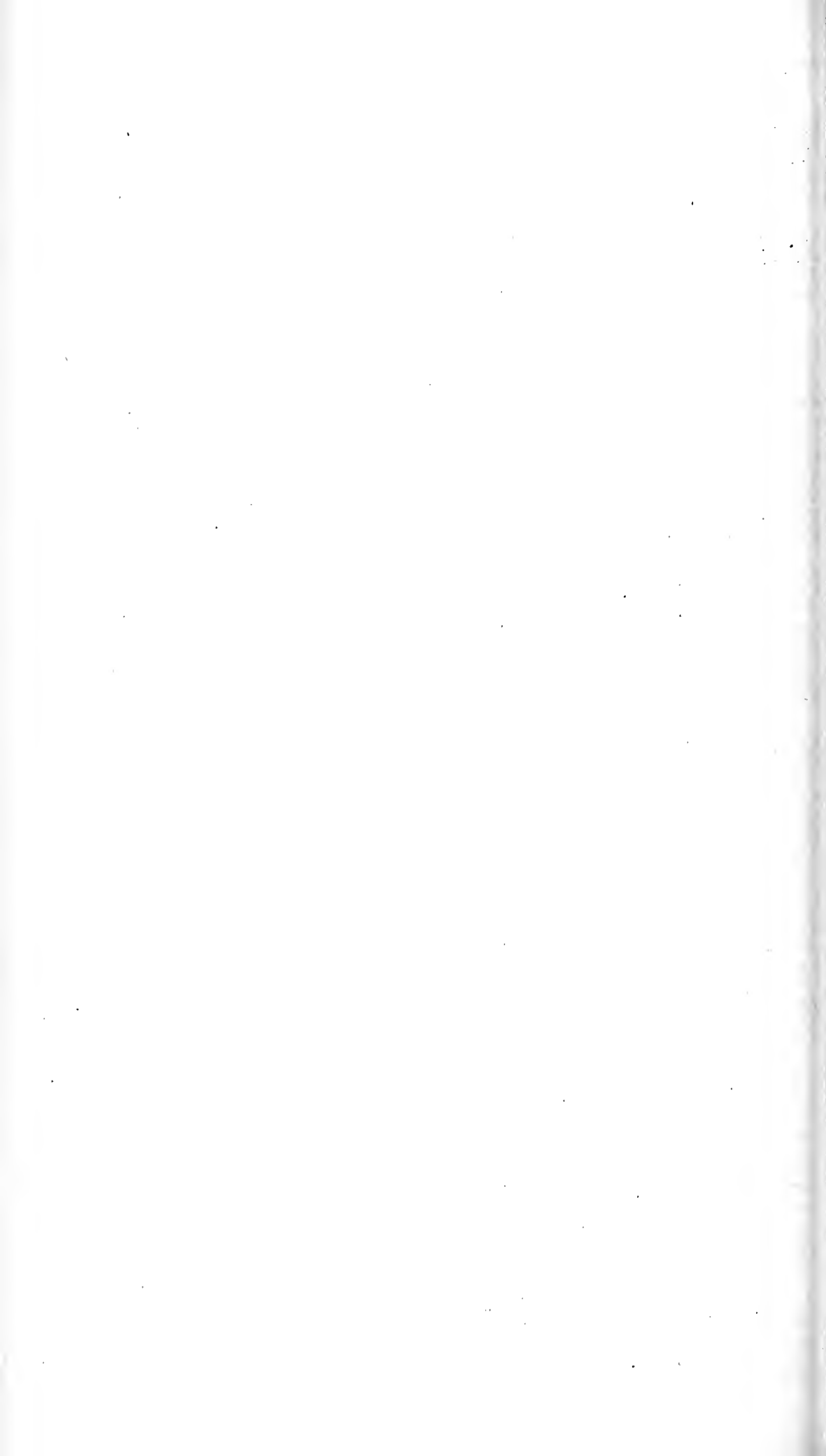
4. Strength of Department. During this calendar year the Police Department recruited sufficient personnel to attain full authorized strength. This is the first time police manpower has reached this level in more than a decade.

The attainment of full strength, bringing more young blood into the Department, which was much needed, means that the Chief of Police is now able to assign personnel to various divisions on the basis of demonstrated need. He is no longer faced with the unfortunate choice of depleting needed manpower in one unit to meet a pressing demand from another branch of the service. While it is true that a police agency must be prepared to make temporary adjustments and assignments to meet emergency situations, nevertheless, the personnel should be adequate in number to assure some measure of stability under routine operations. Stability, if attained, would encourage administrative study of procedures and lead to higher efficiency and service.

5. Statistical Unit Improvement. This year witnessed the installation of new I.B.M. equipment in the Statistical Office of the Department. The presence of this equipment should serve as an encouragement to greater efficiency in statistical operation. The new machines permit the performance of a more varied type of work by the staff. One serious handicap lies in the totally inadequate work area where the statistical personnel are required to function.

6. Revision of Record Processes. In other discussions with the Chief of Police we found that for some period of time he has had a member of his staff study the existing records system with a view to proposing advantageous changes. As a result of the study the Chief has initiated certain improvements which when coordinated with other changes still under consideration should result in a truly modern and efficient report and records control system for the Department. The several steps already taken are: (1) Establishment of a Master File for the control of all basic police information relative to criminal complaints and police services (January 1, 1953). (2) Establishment of a single case numbering system. Thus, all police reports are controlled by a single series of numbers running in arithmetic sequence. (January 1, 1953.) (3) Revision of the Automobile Accident Report Form. The basic report form has been revised to better meet current requirements and also to promote uniformity in the manner of recording basic information. (November 3, 1953.) Note: The revision of this form also required the rewrite of the report manual covering the auto accident report. This task has been completed and the new procedure is already in operation. (4) Revision of the Auto Theft Report Form. This is another of the original police report forms that has been unchanged for years despite the apparent need for modernization. The necessary changes have been made and the form has been subjected to a test run for several months and is now ready for official use. The new form incorporates several new features that will assist in the investigation of these cases and at the same time furnish more valid statistical information to the Department. (5) Other forms are currently under study and should be forthcoming shortly.

7. Record Room Procedures. We made a visit to the Record Room to study its procedures. It is our understanding that the Chief of Police favors a plan to furnish copies of automobile accident reports, etc., to interested parties for a nominal fee. Information will only be released according to strict policy regulations,



of course, and the fee charged would serve to offset the cost of operating the Copyflex Machine. In our investigation this practice is followed in Los Angeles and other cities and has proven satisfactory. The operation can be conducted successfully and should reduce the delay and confusion presently encountered in the Record Room. Under the existing practice, counter service is rendered upon individual request and in such a manner as to interfere with the routine duties of the staff. In addition to the foregoing, this committee has witnessed the practice of permitting members of the public to examine and handle copies of official Department reports at any open counter. We also found that steps are underway to initiate twenty-four hour service in the Record Room, located at the Hall of Justice. San Francisco remains the only major Police Department in this area which does not maintain twenty-four hour service in its Record Division. Such a change will not only materially facilitate department operations but will provide greater public service and convenience. This committee has found that such a change can be made with only a modest increase in the personnel assigned to this division. It appears that the benefits to be derived will far out-weigh any increase in the cost of operations of this unit.

8. Bureau of Communications. During our inspection of the various facilities in the Hall of Justice we had occasion to visit the Bureau of Communications. We believe that the present operating staff are doing a commendable job although facing serious limitations with regard to operating equipment. The present facilities have not materially changed since their installation in the early THIRTIES. It is our understanding that the present equipment will not allow for any additional expansion as to the number of mobile radio units in the field. In checking Department records we have found that although San Francisco boasts a modern Police Department only eighty of the one hundred and sixty-eight police automobiles have two-way communication. Eighty-six of the remaining eighty-eight automobiles are presently limited to one-way communication and two Department cars have no radio equipment. All police motorcycles are restricted to one-way communication. When one considers that the efficiency attainable in a modern police department is somewhat in proportion to the efficiency in communications, it appears that substantial support should be given to any endeavor on the part of the Chief of Police to improve the Police Communications facilities. We have been informed that under existing policy declarations of the Federal Communications Commission, the San Francisco Police Department may at any time be required to abandon the air channels presently employed; hence, we recommend that when any consideration is being given to the securing and installation of additional radio equipment for the use of the Department, steps be taken to assure that such equipment can be operated or converted to operation in that wave band to which the Police Department must eventually resort.

While commenting upon Police Communications we feel it only proper to state that it would undoubtedly prove beneficial to the Department if consideration be given to the installation of an interdigital telephone system to replace at least in part the total work-load presently imposed on the antiquated manual switchboard located at the Hall of Justice. We would like to invite the Chief and the Department to inspect and study the communication system of the airlines, which give maximum efficiency operation in this regard.

9. Circulation of Critical Information. It appears to the members of this Committee that there is an urgent need to improve the manner of circulating essential information relative to major police cases among various department units. At the present time, the on-duty officers of the Bureau of Inspectors prepare



a brief summary or daily recapitulation report. This report is in turn given limited distribution among certain offices in the Hall of Justice. We are of the opinion that when the Record Division converts to a twenty-four hour operation some plan should be initiated whereby a more comprehensive crime summary may be prepared daily and adequately circulated to all branches of the Department.

10. Replacement and Repair of Motor Equipment and Garage Operations. Regarding the matter of motor equipment, we find here, as we did in the Coroner's Office, that the past policy regarding replacement HAS BEEN INADEQUATE. A review of budget records reveals that for the past several years replacements have been provided for only 12 automobiles each year. When this is considered together with the fact that the Department currently operates one hundred sixty-eight automobiles, it appears that if such policy is continued the normal service life of a police car might reach fourteen years. It is obvious that cars of such vintage have no place in police service; whereas, many organizations that operate fleets of automobiles maintain a policy of frequent replacement that provides for mandatory turnover at 50,000 to 60,000 miles, the Police Department has been confronted with the necessity of having to rebuild cars to permit their continued operation after 70,000 and even 100,000 miles. Such rebuilding and reconditioning of these vehicles is a striking case of false economy. This Committee can refer you to many corporations who maintain fleets of automobiles for delivery purposes which have been turned in at the end of each year and which has resulted in tremendous savings in the cost of tires, engine repairs, etc. A review of the Police Garage Records shows vehicles are still in use that have traveled well over 140,000 miles. The average yearly mileage of police automotive equipment is in excess of three million miles.

Not alone do we find that the Department has had difficulty in acquiring needed vehicles but in addition to that the present garage facilities are totally inadequate to service even a portion of the total cars operated by the Department. Only one gasoline pump is available in the Hall of Justice to service all vehicles. Only 44 stalls can be found in the garage proper that must provide a servicing area (tire changes, battery charges, etc.), gasoline and oil section, general storage section, and a restricted storage area for vehicles held in Police custody. This problem has been thoroughly covered in several recent reports prepared by the Police Department seeking approval of a new Hall of Justice. This Committee must agree that the opinions expressed in these reports, that the facilities at the present Hall of Justice are totally inadequate and hinder the administration in any attempt to attain a higher level of efficiency. As we have pointed out several times in the past, the physical aspects of the Hall of Justice preclude any possibility of attaining maximum efficiency. We feel the people working there are going the best they can with the facilities at their disposal.

11. The Juvenile Bureau. During recent months our attention has been directed to a consideration of the juvenile delinquency situation as it exists here in San Francisco. After giving due consideration to such facts as were available to us, we have reached the consensus that there has been an upward trend in juvenile delinquent activity, but the magnitude and character of this trend is not clearly defined. There is some evidence as to increasing boldness in the acts of juveniles but these incidents do not fall into a predictable pattern.

While we have investigated instances wherein the publicity given has proven to be an unfortunate exaggeration of the true facts, we are at the same time convinced that the service potential



of the Police Juvenile Bureau has not yet been envisioned. We believe that more effort should be directed toward positive delinquent prevention tasks.

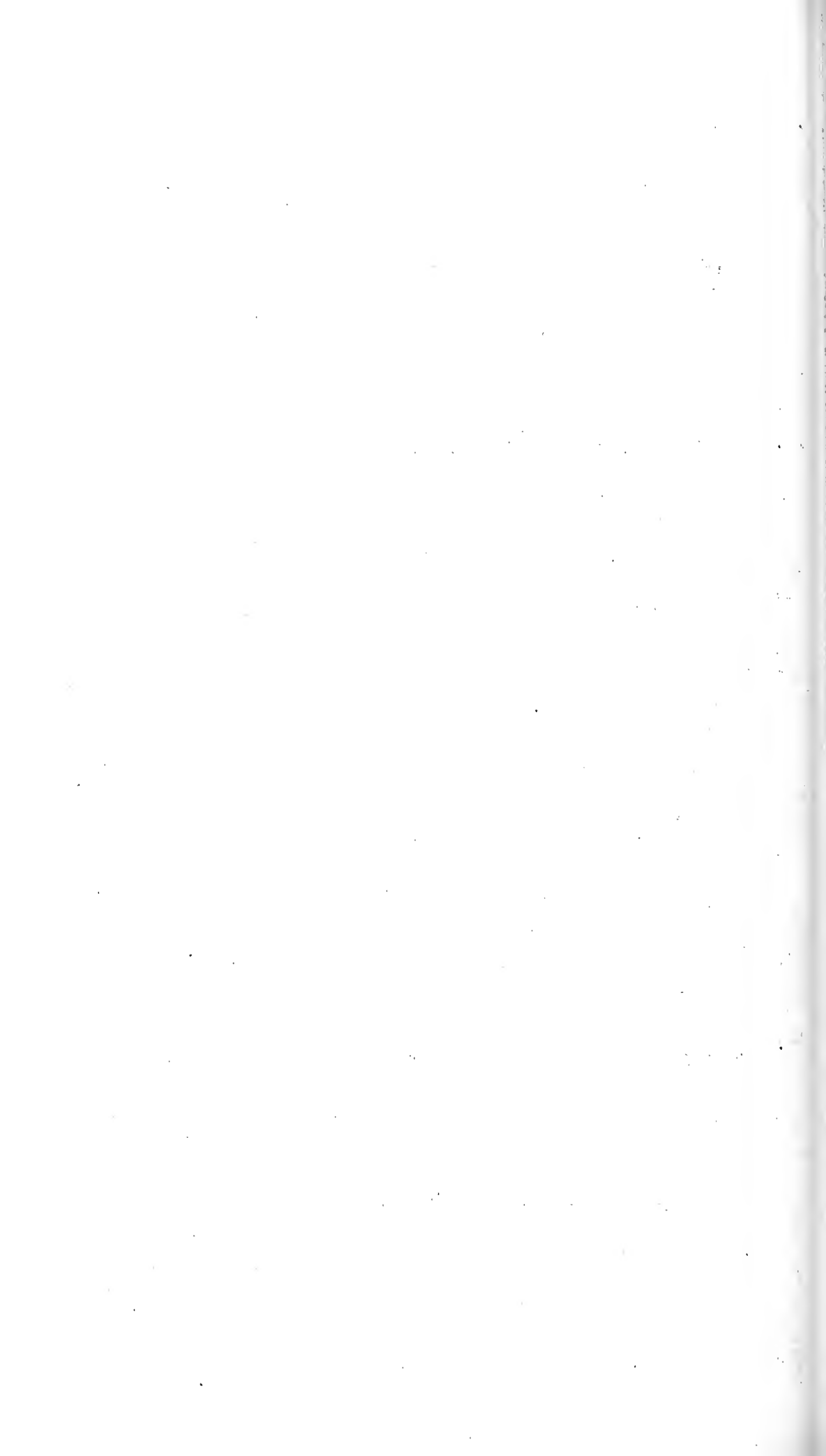
12. Reinstatement of the Rank of Corporal. During our study of the morale of the men in the department we found that the morale of the men in the ranks could be greatly improved if the Department were to reinstate the rank of Corporal. Since there can only be a limited number of Sergeants it is easy to see that the elimination of the rank of corporal has placed a restriction on the opportunity for advancement of the patrolman. Reinstating the rank would offer the patrolman a wider opportunity to advance and give him a greater incentive.

13. Police Academy Training Program. Another important procedure which we feel needs review and study is that of the Police Academy. We have learned that as late as 1946 the training course for a new policeman was 16 weeks of intensive instruction in all the fundamentals of police work. In 1947 the course was cut to 12 weeks by intensifying and condensing the subjects. In 1953 the course is 6 weeks. While it is our understanding that none of the subjects have been dropped from the course, we do feel that such condensation is depriving the future police officer of the widest possible knowledge to equip him for maximum ability and service in his future career. With the many fine educational institutions in our area, it would seem to us that we should take advantage of the great talents and knowledge available to provide the men every tool necessary to his becoming an outstanding officer in the Police Department. Many of these educators are willing to lend assistance in such cases. We do not feel that a young man entering the vital public service of police work can receive too much education, nor that too much time can be spent in affording him the opportunity to acquire such education. We, therefore, would like to recommend that the 16 weeks' course previously practiced be put into practice again, assuring the citizens of the community and the Department itself of the highest quality and best equipped men only to serve us.

As stated on earlier occasions, we also feel that members of the Department should return to the Academy regularly to take brush-up courses on unused techniques and to become instructed in new procedures that are being developed all the time. We do not see any reason why the same system of a continuing educational program such as is used by the Federal Bureau of Investigation should not be used by our Police Department.

14. Added Use of Three-Wheel Motor Patrol. We would like to see the crime prevention three-wheel bikes put to work. We are informed that the men on these jobs cannot be used for a thing other than patrolling and tagging for zone parking--not meter parking--just zone parking. Other regular three-wheel bikes from the traffic bureau traverse the same beat ordinarily and tag for meter violations. We feel they can do both very effectively.

15. Establishment of Three Permanent Watches. We would also like to see three permanent watches established in the Department. The practice of the two night watches working 12 midnight to 8 A.M. one week and swinging back to the 4:00 P.M. to midnight shift the next week is injurious to health. It also interrupts family routine each week. Just about the time one has adjusted his sleeping and eating habits he changes to the other watch. These changes are too often--a month should elapse at least for health's sake. If permanence in shift can be established, so much the better. This is recommended by the foremost authorities in Police Administration, O. W. Wilson and Bruce Smith.





## CORONER

Following the shocking disclosures that we found in the Coroner's Office and revealed in our last report, we have made it a point to continue our surveillance of this problem.

We found that inspection of the office and morgue was made on September 10 by L. J. Archer, Assistant Director, Department of Public Works; H. H. Hansen, Superintendent of Building and C. P. Ferraris. This group then forwarded a letter to S. P. Duckel, Director of Public Works, stating their findings and confirming in exact detail the findings of our Committee. On September 28, Coroner Turkel drew plans to scale, showing needed changes and floor plan with suggested alterations which were submitted to Mr. Owens of the Department of Architecture of the Department of Public Works. About October 5, Mr. Owens and a party went through the office and they are now making an estimate of the amount of money that will be required to make a full survey of what will be needed to rehabilitate the office. To date, this Committee has received no further information as to whether this estimate has been completed, but we sincerely hope so in order that the more important job of the actual rehabilitation can begin in the near future. It is our studied opinion that the physical conditions that exist in the Coroner's Office are equally as important as the disgraceful conditions at the San Francisco Hospital.

As part of our investigation we found that the Coroner's Office is planning to request new equipment, made to look like ambulances, to replace the antiquated equipment they are now using--one of the present ambulances is a 1942 panel truck and the other is a 1947 panel truck. Maintenance cost on vehicles of this age, with the number of miles these have traveled, is false economy. Therefore, we urge that the succeeding Grand Jury support this budgetary request.

We wish to report that action should be forthcoming on the pay scale adjustments in the next two months. Unfortunately, final action will not be taken by the Civil Service Commission until January of next year. A study of present salaries has been completed by the Salary Standardization Committee of the Civil Service Commission. Facts and exhibits supporting the need for adjustments in the unfair salary scales have been submitted to the Salary Standardization Committee by the Coroner's Office. The report of the Salary Standardization Committee has been released by the Civil Service Commission and public hearings will be held this month. In January the Civil Service Commission will make public their recommendations for adjustments. In view of the time element this Committee cannot further pursue this matter, but we trust that it will be followed up as the first order of business by the new Grand Jury.

Rather than repeat ourselves, we refer you to our second quarter report on this subject. Further, we are presenting herewith the "Salary and Wage Survey - Staff Report" as submitted to the Civil Service Commission on November 20, 1953; 'Part I - Consolidated Data'; and 'Part II - Detail of Data'. We refer you to the following pages in 'Part I' of this report on which you will note the present salary ranges and where we have filled in in pen our recommendations for corrected salaries: page 21; page 25; page 26.

The men and women of the Coroner's Office have worked under very trying conditions for a great number of years and we wish to again commend them for their past loyalty and public service and to assure them of our continued support to try to bring those conditions up to the standard we can all be proud of--the members of this Committee, as well as the citizens of San Francisco.



LIQUOR PERMITS

It has been our observation that the confusion as to where the jurisdiction to enforce the liquor laws still exists. And it is our opinion it will continue to exist until such time as new laws are enacted to clarify the many issues involved. It is very gratifying to find that the recommendations of this Committee, made in March of this year, have not after all been forgotten, as appeared to be the case when the State Legislature adjourned without taking any action. We wish to offer the full cooperation and support of this Committee to the joint legislative committee on liquor control and Casper W. Weinberger, the San Francisco Assemblyman who is chairman of the committee. We firmly believe that the investigations of this committee, now under way, will confirm the opinion that our recommendations have merit, and should be acted upon by the State Legislature for the good of the INDUSTRY and the citizens. Until such time as these laws are enacted there can be no positive solution to the problems that beset us.

While the general public has displayed a surprising apathy to this situation, we feel that it is due to the fact the average citizen, while aware of the vice conditions in our community, does not associate the spawning of these conditions with poor enforcement laws but unjustly lays the blame on the doorstep of the local law enforcement agencies, not realizing that even if we could afford to put an officer on every corner we still could not solve the problem. Law enforcement officers must have sound laws to uphold their authority before they can exert such enforcement. (Under present laws it is the responsibility of the local police department to report and/or recommend revocation of liquor licenses to the State Board of Equalization. They have no power to close businesses or suspend licenses.) Therefore, we hope that when such new laws are proposed they will be given the study and support of the citizens and they will advise their legislators of their approval (or disapproval) of their efforts in our behalf.

At this time we would like to add one further recommendation to those we have already made on the subject of liquor law revisions. We believe no on-sale or off-sale liquor permit should be allowed to be resold. At the present time, the cost of a liquor license from the Board of Equalization is \$525. It is common knowledge they are being resold for amounts in the thousands.

- - - - -

COMMUNICATIONS RECEIVED BY COMMITTEE.

All communications received by this Committee have been investigated by the appropriate department of our City Government. They are now on file.

Respectfully submitted,

H. CLAY BERNARD, Chairman

MARCEL HOCHEDÉ

WALTER MOHRDICK



## FINAL REPORT ON FIRE DEPARTMENT

During the current year the San Francisco Fire Department suffered the loss of its Fire Chief Edward P. Walsh, and Fire Commissioners Robert H. Schaefer and Walter A. Leonetti through death.

Ironically the Grand Jury Chairman of this Committee, Joel H. Springer, was also called to his Maker in September.

We are sure that all of the members of the Fire Department regrets the untimely death of these men, as we do our member, and we all realize that our beloved City is so much better for having had these men offer themselves as public servants.

The Fire Commission now consists of Max Sobel, President, Leo H. Shapiro, Vice-President and Frederic B. Butler. The new Fire Chief has received national recognition for his work.

We recommend that the Fire Department continue with the Master Plan adopted early this year, without delay, that construction of Fire Houses be done on a uniform plan wherever possible, thus avoiding long delays in having plans drawn, as well as saving the City large sums in architectural fees.

It is also recommended that Fire Houses scheduled to be abandoned be done as soon as possible and the equipment and men moved to the new stations.

Following is a progress report on Construction and Re-Construction of the Fire House Program:

### NEW CONSTRUCTION

- Engine Co. 10 and Training Center-19th and Folsom Streets  
Construction well in progress.
- Engine Co. 11-Vicinity of Lane Street and Shafter Avenue  
Various sites under consideration by Chief Kelly and the Board of Fire Commissioners.
- Engine Co. 13--25th and Valencia Streets.  
Site approved by the Fire Commission and steps necessary for acquisition are in progress (privately owned property).
- Engine Co. 21--Vicinity of Grove Street and Masonic Avenue  
Various possible sites under investigation.
- Engine Co. 26--Euclid and Presidio Avenues  
Site approved by the Fire Commission and steps necessary to effect transfer (City owned property) are in progress.
- Engine Co. 29--16th and Vermont Streets.  
Preliminary plans approved.
- Engine Co. 30--Buckingham and Winston Drive  
Construction completed--will go in service 16th of December.
- Engine Co. 34--Turk and Webster Streets  
Site approved by the Fire Commission and steps necessary to effect transfer (City owned property) are in progress.
- Engine Co. 40--Vicinity Clayton and Parnassus Avenue  
Various possible sites under investigation.

### RECONSTRUCTION

- Engine Co. 38--San Jose & Ocean Avenue  
For reconstruction and enlargement, plans are in preparation.
- Engine Co. 42--San Bruno Avenue near Silver Avenue  
Completed.

The moneys for the foregoing projects is derived from the 1952 Fire House Bond Issue, with the exception of Engine Co. 29, located at 16th and Vermont Streets, the moneys for which are derived from the Budget of 1952-1953.

At the present time Engineering Surveys on the following Fire Houses are under way:



APPROVED FOR SURVEYS

Engine Co. 3 - Post Street near Polk Street;  
Engine Co. 4 - Howard near Third Street;  
Engine Co. 6 - Seventh Street near Folsom Street;  
Engine Co. 8 - Pacific Avenue near Polk Street;  
Engine Co. 40 - Leavenworth Street near Clay Street.

SURVEYS IN PROGRESS

Engine Co. 5 - Powell Street near Pacific Avenue;  
Engine Co. 12 - Drumm Street and Commercial Street;  
Engine Co. 39 - Portola Drive and Marne Avenue.

Your Committee feels that the San Francisco Fire Department is well organized, well trained and efficient. The officers and men present a uniformly neat appearance, they are alert and courteous. The Training Program of the Department is thorough and competent.

We would be remiss in our duties if we did not compliment the men in the various Fire Stations who have given so generously of ~~their~~ time in various charity drives, and the repair of broken toys for the underprivileged children in our community.

In conclusion, your Committee wants to express their appreciation to Chief Kelly and the Commissioners for their assistance and many courtesies.

Respectfully submitted,

TIMOTHY S. MILONAS,

MALACHY RUANE.

THE HISTORY OF THE  
CITY OF BOSTON

FROM THE FIRST SETTLEMENT  
TO THE PRESENT TIME  
BY  
JOSEPH NEALE, ESQ.  
OF THE BARR

LONDON:  
PRINTED BY J. JOHNSON, ST. PAUL'S CHURCH-YARD.

1796.  
[The following text is extremely faint and largely illegible, appearing to be a list of contents or a preface.]

THE HISTORY OF THE CITY OF BOSTON  
FROM THE FIRST SETTLEMENT  
TO THE PRESENT TIME  
BY  
JOSEPH NEALE, ESQ.  
OF THE BARR

THE HISTORY OF THE CITY OF BOSTON  
FROM THE FIRST SETTLEMENT  
TO THE PRESENT TIME  
BY  
JOSEPH NEALE, ESQ.  
OF THE BARR

THE HISTORY OF THE CITY OF BOSTON  
FROM THE FIRST SETTLEMENT  
TO THE PRESENT TIME  
BY  
JOSEPH NEALE, ESQ.  
OF THE BARR

THE HISTORY OF THE CITY OF BOSTON

FROM THE FIRST SETTLEMENT

TO THE PRESENT TIME



9. FIRE DEPARTMENT, ELECTRICITY DEPARTMENT.

Mr. Emil K. Bender, Foreman  
San Francisco Grand Jury.

Your Committee had a very interesting interview with Donald O. Townsend, Chief, Department of Electricity, upon matters in connection with the Department. We found that he had an office and working staff of 91 permanent employees. The Committee found the department very well conducted.

There are two matters that are of vital concern to the Department of Electricity which are now in the hands of the Board of Supervisors as proposed ordinances.

One of these ordinances has to do with the Central Maintenance Yard Project. The Bureau of Architecture is now completing preliminary plans and specifications for this project. The Bureau has submitted an estimate of \$514,905.00 as the total cost for completing this project with the recommendation that approximately 50% of the work be performed during the fiscal year of 1954-55 and the remainder be completed in the fiscal year 1955-56. If this project is approved by the Board of Supervisors, the Mayor, and the Administrative Officer, the Department will be in a position to relieve the pressure from the present over-crowded facilities.

The second proposal is the Radio Ordinance. A Radio Ordinance has been submitted to the City Attorney as to the legality and form and he has approved same. The ordinance has been submitted to the Board of Supervisors and referred to its committee on public buildings, land, and city planning.

This ordinance would create and establish a central radio communication authority and would definitely bring about economies and efficiencies which could not otherwise be accomplished.

The ordinance is currently recommending that the radio station provide for the housing of all city owned radio equipment. This project would eliminate duplication of housing and various other facilities and would provide an adequate, modern control center from which various essential city departments could continue their radio operations in the event that their present communication centers were disabled by disaster.

This project could be made available by federal contributions under the Authority of the Federal Civil Defense Administration on a 50-50 basis.

It is recommended that the radio station be built on Christmas Tree Point on Twin Peaks.

As to the other ordinance for the Central Maintenance Yard, we urge the Board of Supervisors to give immediate consideration to its passage.

Respectfully submitted,

MALACHY RUANE, Chairman,

TIMOTHY S. MILONAS.



REPORT ON THE DEPARTMENT OF PUBLIC HEALTH

San Francisco, California  
November 23, 1953

Mr. Emil K. Bender, Foreman  
1953 San Francisco City and County Grand Jury  
City Hall  
San Francisco, California

Dear Sir:

Your Committee for the Department of Public Health is pleased to submit herewith its final report for the year 1953. In presenting this report we should, we believe, make brief reference to Interim Reports Nos. One and Two, which were submitted under respective dates of April 6 and October 15, 1953.

Report No. One would, of necessity, be only casual and exploratory in nature, since a committee of laymen can acquire only superficial knowledge through its first contact with such a vast department, embracing three large and separate institutions, together with other auxiliary units. These include the San Francisco Hospital, Laguna Honda Home, Hassler Health Farm, and the various emergency hospitals. To attempt to describe these plants, make reference to their functions, or otherwise deal with superficial or routine matters would seem entirely unnecessary since they are generally apparent to all who may read this report.

It became obvious, at an early date, that within the San Francisco Hospital there were present problems of the most extreme importance--some emergency in character--and that our first efforts and attention, therefore, should be directed toward their identification and in making such recommendations as to us appeared appropriate. We had, on occasions, visited these institutions, observing, as best we could, the physical plants--their condition, the type and character of employees, their morale, the character and condition of operating equipment, etc. We interviewed the heads of the various institutions and some of their subordinates, as well as City officials, including the Mayor and Chief Administrative Officer.

While we were in process of preparing our second interim report, during the late summer months of 1953, certain newspapers began agitating for needed reforms and improvements within the Health Department, with particular emphasis on conditions at the San Francisco Hospital. While your Committee was in no remote degree associated or identified with this movement, it did very materially assist us in our undertakings, and prepared both the public and the City officials for the acceptance of our report and its findings.

On October 15, 1953, we presented our second interim report, which was immediately released to the press. We believe that this report, with full and due credit given to the daily newspapers, served a very useful purpose in focusing public attention on the neglect and deterioration rampant at the San Francisco Hospital and in alerting and alarming City officials to the true state of affairs and the job to be done. The San Francisco News, under date of October 21, 1953, commented editorially, "The County Grand Jury's report on The San Francisco Hospital and Laguna Honda Home yesterday just about completes the official record of the shameful neglect of these two institutions. It also fixes the blame where it belongs . . . The Grand Jury should be commended for calling a spade a spade so forthrightly."



Public Health Report - continued

The San Francisco Chronicle, on November 18, 1953, in congratulating editorially the Mayor and the Board of Supervisors for making available \$626,778 in emergency funds for the San Francisco Hospital, observed that "this marks a major triumph brought about by the pressure of public opinion over a policy of hospital budgeting that the Grand Jury rightly said had seemingly no regard for facts or the job to be done." It is now freely admitted by all concerned that conditions at the San Francisco Hospital were and are bad (actions presently in process and others planned will confirm and emphasize this statement)--not as bad as the press may have related, but worse than City officials were willing to admit. There have been denials of responsibility and some recriminations. We have been able to identify and place certain responsibilities and, we believe, compose some differences of opinion. But the most important development of these proceedings, we are happy to report, is that there appears to be a full recognition by all parties that they should join together, in a spirit of good will, to bring about a solution of the urgent problems pertaining to the Health Department and to set in motion plans which will ultimately, and as early as practicable, bring its institutions to a status which will enable them to meet its responsibilities to the citizens of San Francisco. There is now every indication that the Mayor, the Chief Administrative Officer, the Board of Supervisors and the officials of the Department of Public Health are working harmoniously together with a purpose to deal energetically with immediate problems and to work out plans for the future.

As a first step there have been made available funds in the amount of approximately one million dollars (\$998,040) for urgent repairs, rehabilitation, additional and modern equipment, and for the employment of 169 additional persons within the various categories. These include 40 porters, 85 vocational nurses, and 30 registered nurses, which should go a long way toward overcoming some of the most pressing problems.

A very careful and comprehensive study appears to have been made, and we believe all should be complimented and congratulated for the vigor and intelligence which has been demonstrated in these circumstances.

Other moves have been made and reforms introduced which should result in better service and more efficient operation. More rigid adherence to entrance requirements will be observed and more careful screening of applicants will be undertaken, and the collection of bills for services rendered to solvent patients will be more energetically pursued than heretofore.

It is estimated that approximately five million dollars (to be raised in a manner to be determined) will be needed to bring the San Francisco Hospital to a condition and status whereby it may provide the minimum service required by normal hospital standards. Some six and one-half million dollars are estimated to be needed to expand and modernize the facilities of the Laguna Honda Home. It is further estimated that these and other units of the San Francisco Health Department may thereafter be kept in proper condition by current maintenance and repair through the expenditure of six to seven hundred thousand dollars per annum.

These proposals, of course, will be thoroughly aired and discussed by the citizens of this city. Bond issues, together with annual appropriations, spread over a number of years, would appear to be the most feasible approach. While this Committee in no sense poses as experts in this field, we do offer the suggestion, based on our association with the subject and the problems, that it appears to us as both logical and necessary.



Report on Department of Public Health - continued

We desire to comment on one other matter. During the current (or recent) controversy, it is natural, we suppose, that serious differences of opinion would develop and remain unresolved. Opinions are expressed here and there as to the competency of certain individuals. We would neither wish to identify these opinions nor presume to comment upon their validity. We believe that these incompatibles will soon be harmonized and that brighter days are in store for the San Francisco Health Department. We earnestly urge all who have the welfare of this institution at heart to work unreservedly to bring this about.

To the incoming Grand Jury, with much respect and some trepidation, we make the following observations:

The Health Department has experienced some trying days; problems have been identified, responsibilities (in many instances) have been fixed, reforms instituted and measures taken to overcome many physical and technical defects. It would seem proper, then, that a reasonable time be allowed for observation as to the efficacy of the plans undertaken.

There remain unresolved the antiquated and ineffective methods of budgeting. Charter revision may be necessary here. There exist strong opinions that the San Francisco Hospital should be under the direction of an able business manager or executive thoroughly trained in hospital management. We believe, however, that before this theory is further explored, opportunity should be provided to thoroughly test the present management recently instituted by Chief Administrative Officer Thomas A. Brooks.

Our second interim report contains the following recommendation: "Early appointment by the Mayor of a free and unhampered committee drawn from the Health Department, our major universities and the ranks of independent and competent business and medical advisers." (To advise on present needs and future plans.) If present plans and operations do not work out satisfactorily, it may be wise to press again for the appointment of such a committee by the Mayor.

To Mayor Robinson and his associates, to Chief Administrative Officer Brooks and his assistant, Mr. Ben Kline, to Dr. Ellis Sox, Director of Public Health, and his assistant, Dr. E. C. Sage, and to others with whom we conferred, we express our gratitude and appreciation for courtesies extended and assistance rendered.

Respectfully submitted,

D. C. MCGINNESS, Chairman

CHARLES E. O'DAY





COMMITTEE ON SCHOOLS AND LIBRARIES

Final Report on Schools

This 1953 report on "The San Francisco Unified School District" is in two parts, Part 1 is titled "Interim Report on Schools" and dated May 11, 1953. Part 2 follows, but is not to be considered without reference to Part 1.

The mechanics of operating a huge department of over 125 schools with 80,000 students in day schools and 60,000 adults in night schools is necessarily a complex operation. It calls for extremely capable administration, from the Board of Education and the Superintendent at the top, through the various administrators and supervisors, to the principals and the teachers in the classrooms.

In general, this committee believes San Francisco is fortunate in having excellent management throughout the department. We do not believe we are endowed with enough background, knowledge, or experience to deliver any final verdict in answer to all the questions that arise from time to time regarding the conduct of the many facets of the school department operation.

However, we have devoted many hours during the past year endeavoring to learn as much as possible about the school system in order to make an attempt at evaluating the job currently being done for the children of San Francisco.

We have communicated with the Superintendent and Board of Education, both verbally and in writing. We have also talked to teachers and principals in the schools, teachers no longer with the San Francisco School District, independent educators with a knowledge of many school districts, parents and students.

We have carefully studied the agenda and minutes of the Board of Education meetings, and also various reports prepared on specific phases of the school operation. We have also listened to complaints of parents and have read much in the public press relating to school district activities.

We have come to the conclusion that San Francisco's schools are doing a good job in most respects. We would not say they are perfect, or that they do a better job than any other community. We suspect they are high in the scale of performance in certain areas, and not so high in other areas.

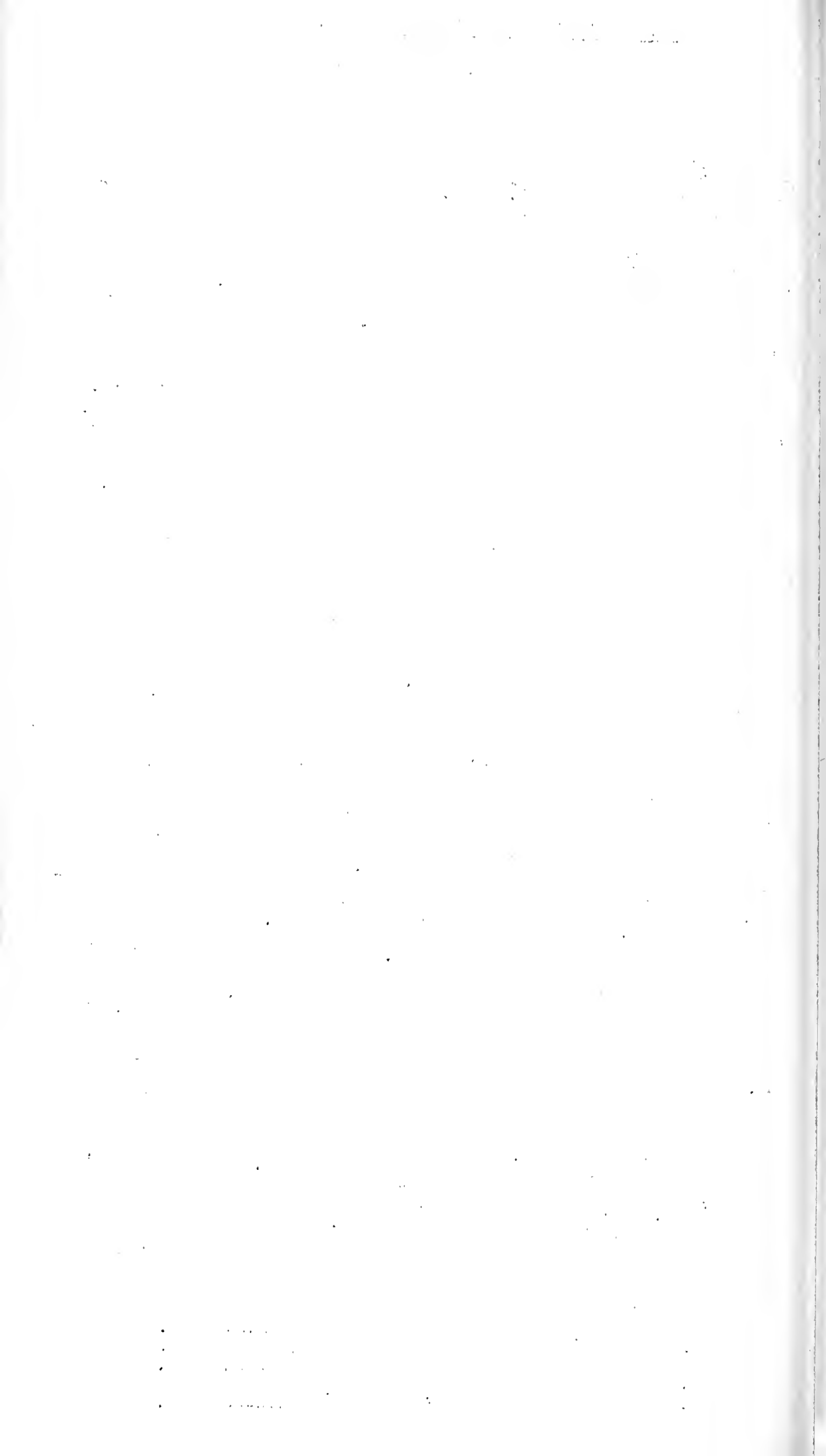
For the consideration of anyone who is interested enough to read this report, we will list certain items that have come to our attention that we believe to be favorable, and other items that might be questionable or subject to improvement, or at least further study.

1. EIGHT YEAR GRAMMAR SCHOOLS AND FOUR YEAR HIGH SCHOOLS  
VERSUS THE 6-3-3 PLAN.

A great deal of attention has been given this question in the press this year. Most of the arguments advanced on both sides were emotional rather than intellectual. Dr. Clish was asked, and did prepare a rather comprehensive report for this committee, with statistics to show what happens to San Francisco students after they finish high school.

Here is an excerpt: The grade point average of first year students at the University of California over a 5 year period was as follows:

1. All California high schools -----	1.38
2. All California private schools -----	1.28
3. San Francisco public high schools ----	1.46
4. Students from Lowell, Lincoln, and Washington -----	1.53



This definitely indicates San Francisco students are better prepared than the average in California, and also shows Lowell, Lincoln, and Washington students are better than the average in San Francisco.

In general, the question of "8-4 versus the 6-3-3 plan" needs study and factual information based on statistics not yet available. Results should be the only criterion, and schools are no exception to this rule.

2. FORD FOUNDATION GRANT OF \$350,000 TO TRAIN COLLEGE GRADUATES TO BECOME TEACHERS.

This question generated more heat than sense in the public press recently. Charges of "Communism" aimed at the Ford Foundation are so ridiculous they would be humorous, if it did not indicate such a dangerous demagogic trend.

Professional educators have one of the strongest lobbies in Sacramento. They believe a trained educator can teach anything, whether he knows the subject thoroughly or not. Others believe it makes more sense to take trained specialists who know their own field and teach them how to teach.

This type of thinking was once called common-sense but now we have to fight for it. The Ford Foundation grant will serve as a 5 year pilot study in this field, and was approved by the Board of Education. The complete operation is under the supervision of the Superintendent.

3. TEACHING READING, WRITING AND ARITHMETIC.

This question continues to get about as much attention as any, and it should, as it is a basic one. Educators disagree on methods to be used, and results to be expected.

Reading and writing difficulty is often related to psychological problems, and does not clear up until these other problems are attacked. The public school psychologist is relatively new on the scenes, but is definitely needed to assist with this problem. This committee feels that part of the problem is too much attention to "educational frills" which takes time from the "3 R's". We are not unaware of the values in intelligently planned "progressive education" -- but we do realize it can get too "progressive" --- and not basic enough.

At one school meeting it was stated: Approximately 50% of the child's time is on the "3R's". We do not presume to say what the correct percentage might be, but 50% does seem low.

In this connection, we understand Berkeley has an interesting new plan designed to speed up the learning of reading in the first and second grades. The designations "first and second grades" have been eliminated. Instead they substituted 6 "reading levels". Believing that reading is a major tool of learning, with success in other studies heavily dependent on reading ability, this system is hoped to be the means of speeding up and improving the ability to read.

When the child progresses through the 6 reading levels he is ready for the third grade - but not until then. In this way, he will be there because he is ready for the 3rd grade, not just because he is 8 years old.

Oakland has a new idea that might help here - as well as in other areas. They have selected certain outstanding teachers and designated them as "Elementary Assistants". Any teacher may request the aid of this teacher when she feels the need of assistance from an older or wiser co-worker. This is revolutionary in schools! But it is no more than the usual every day operation in business, in the arts, in the sciences.



There are two groups of students who are just beginning to be given the attention they require in some schools in various parts of the country. Both groups are "problem children" to both parents and teachers, but for totally different, but possibly related reasons.

The first group are the superior students who learn so quickly they keep the teachers busy finding more for them to do.

The second group are sometimes brilliant, sometimes not so brilliant, but for one reason or another come under the heading of "emotionally disturbed" children. They usually have good brains, and sometimes learn some subjects well, but have great difficulty with others. They may require great patience, understanding and sympathy on the part of the teacher, and in extreme cases they may need the help of a psychologist or psychoanalyst.

As far as this committee knows very little has been done in San Francisco for either of these two groups. We recommend that the Board and the Superintendent initiate studies of these problems.

#### 4. TEACHER - PARENT COOPERATION.

Once the teacher was glad he didn't have to bother with the parent, except on the first day of school. Now, it is understood that as the pupil is only in school around one third of his waking hours, there must be communication and cooperation with the parents, to do the right kind of job. In some communities in the Bay Area they are trying a plan whereby the parent has to come to school and have a conference with the teacher at each report card period. This is excellent, because the parent will always know how his child is doing, and will be in a better position to cooperate with the teacher.

It is a rank injustice to the child if a parent never shows up at school. Both teacher and child get the idea the parent doesn't care. If parents are not satisfied after a conference with a teacher, they should talk to the principal. If still not satisfied they should telephone the superintendent's office for an appointment to discuss the problem.

#### 5. SUPERVISION OF TEACHERS.

This is one department where we have heard criticism, mostly from teachers who feel that especially in the lower grades, new teachers and some who are not new should be supervised more carefully. One teacher reported practically no supervision in her first 3 years as a teacher. We have been told Oakland has a much better supervision program than San Francisco, and we recommend study of this question.

#### 6. BOARD OF EDUCATION MEETINGS.

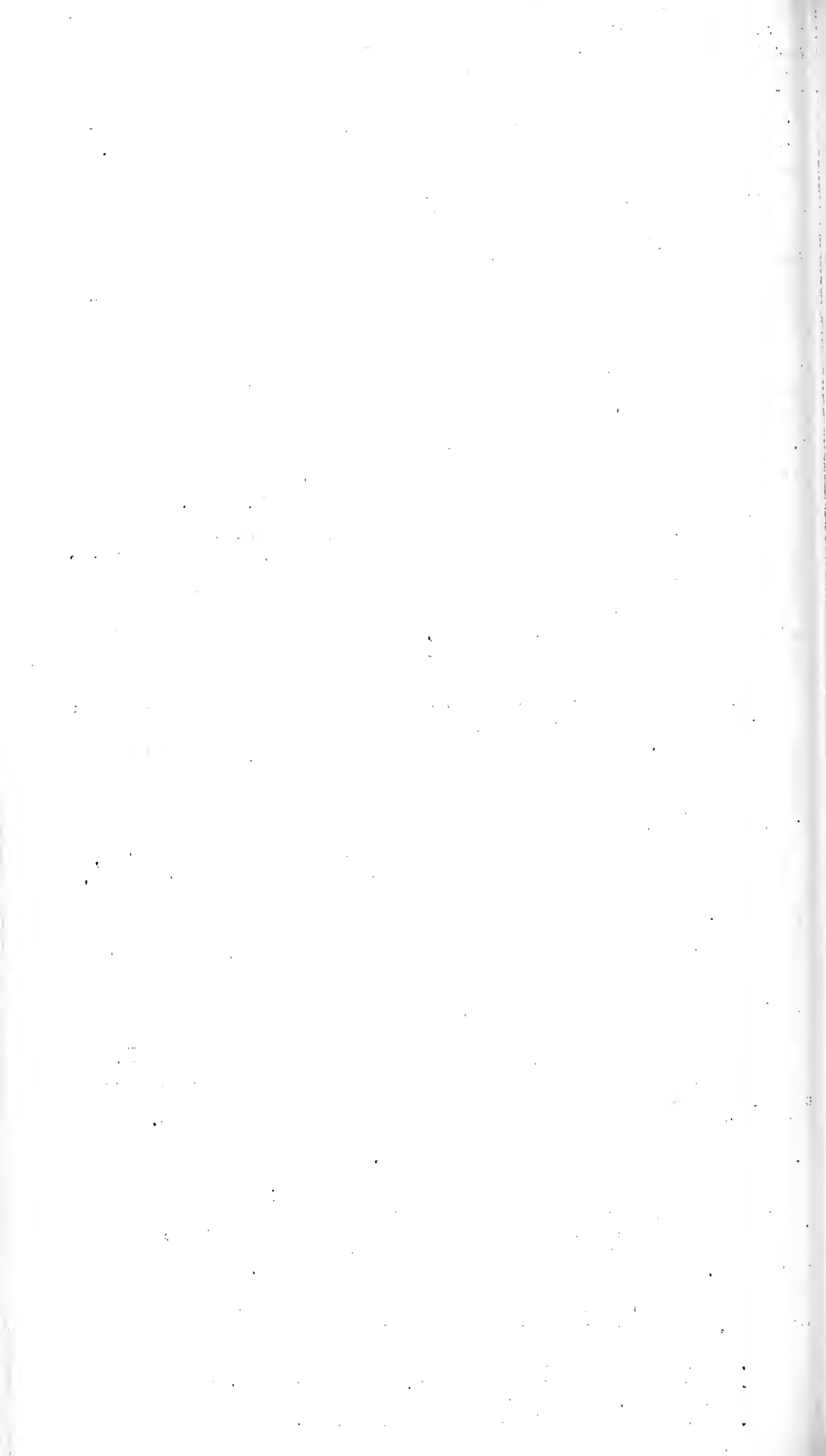
Teachers or parents who have any questions or suggestions that might come before the Board are always welcome to attend Board meetings and ask questions or present their suggestions. Well-attended Board meetings are proof that some San Francisco parents and teachers take advantage of this right.

#### 7. COST OF SCHOOLS AND THEIR OPERATION.

This is the \$64. question, of course! We have a \$1.80 legal limit on School Taxes in this county, and we have just about reached it. In order to stay within our income, we may be forced to do a great deal of "soul-searching" in the next few years, to decide what we can and cannot afford.

The budget has increased tremendously in the last 10 years. Here are some of the reasons:

1. Fewer students per class.
2. More students, more classes, more buildings, more teachers.
3. More retirement benefits for teachers.



4. Higher salaries for teachers
5. Extensive building program, 1943 bond issue.
6. Inflation spiral generally, everything costs twice as much.

On top of this, there are still many places in the city without adequate school facilities, and it is probable that in the next few years another school bond issue is inevitable.

To effect economies The Board will have to study administration costs in the schools and the central office; possibly cut down on classes in adult and distributive fields, and even study the possibility of having larger classes per teacher. However this committee hopes that larger classes will not be necessary, as it is always true that the increased number of pupils is certain to result in less satisfactory training.

(In this connection one junior high teacher reported that he had 194 students during five 50 minute periods. So he taught 194 students in 250 minutes, or 1 -1/5 minutes per student))

It is suggested that the teachers' salary schedule has been increased to the point where the teacher is no longer underpaid in relation to other crafts and professions, and this is one place where the Board of Education will have to "hold that line."

It may be possible to hold down building costs by studying the possibility of combination rooms, such as auditorium, all purpose room, and cafeteria -- as has been done in recent buildings.

Centralized kitchens for school cafeteria operation in smaller schools has been tried experimentally in some cities. This might be studied further in San Francisco as a study was initiated some time ago.

Modification and rehabilitation of older buildings is being done at present, and we recommend the school district follow a consistent and regular program of maintenance to protect the investment we have. Let's have no more S.F. Hospital situations in San Francisco Schools.

#### 8. "SPECIAL REPORT ON PROCEDURES FOR SELECTION OF TEXT BOOKS FOR SECONDARY SCHOOLS"

This report was initiated by the Superintendent, and developed under the guidance of Assoc. Supt. Walt A. Long. It is an excellent report, detailing the textbook committee set-up and procedures for selections of textbooks and library books. This is a very important aspect of the educational process and this committee of the Grand Jury agrees thoroughly with the procedures outlined.

#### 9. "THREE QUARTERS OF SAN FRANCISCO ELEMENTARY TEACHERS COME FROM S. F. STATE COLLEGE"

This is a report only. We have no definite knowledge on the subject. But, if this is the case, it is suggested that a study be made comparing the quality of teachers produced at S.F. State College, with those turned out of other State Colleges, and also with those who are products of the University of California, Stanford and other large universities in the West.

As the State Colleges and Universities are beyond the scope and control of any county Board of Education, any desired improvements would have to be applied on the state level. The suggested study would tell us if any such action was indicated, and at the very least would kill or confirm such rumors.

#### 10. DELIVERY OF AUDIO-VISUAL SUPPLIES AND OTHER SUPPLIES TO SCHOOL

It has been reported that San Francisco's system where by a teacher may obtain certain films, slides, pictures, books, etc from a central warehouse is overly complex and extremely





inefficient. Teachers reported waiting weeks and months to get material that should have been available in a matter of a few days.

We suggest a study of this problem by the Superintendent

11. REMODELING OF COMMERCE HIGH SCHOOL INTO HEADQUARTERS BUILDING

We recommend that this remodeling be planned in a long-range basis, so that it will become an efficient work area for the administrative Staff of the School District. It is our understanding this may be possible to accomplish over a period of years out of current funds, without any bond issue money.

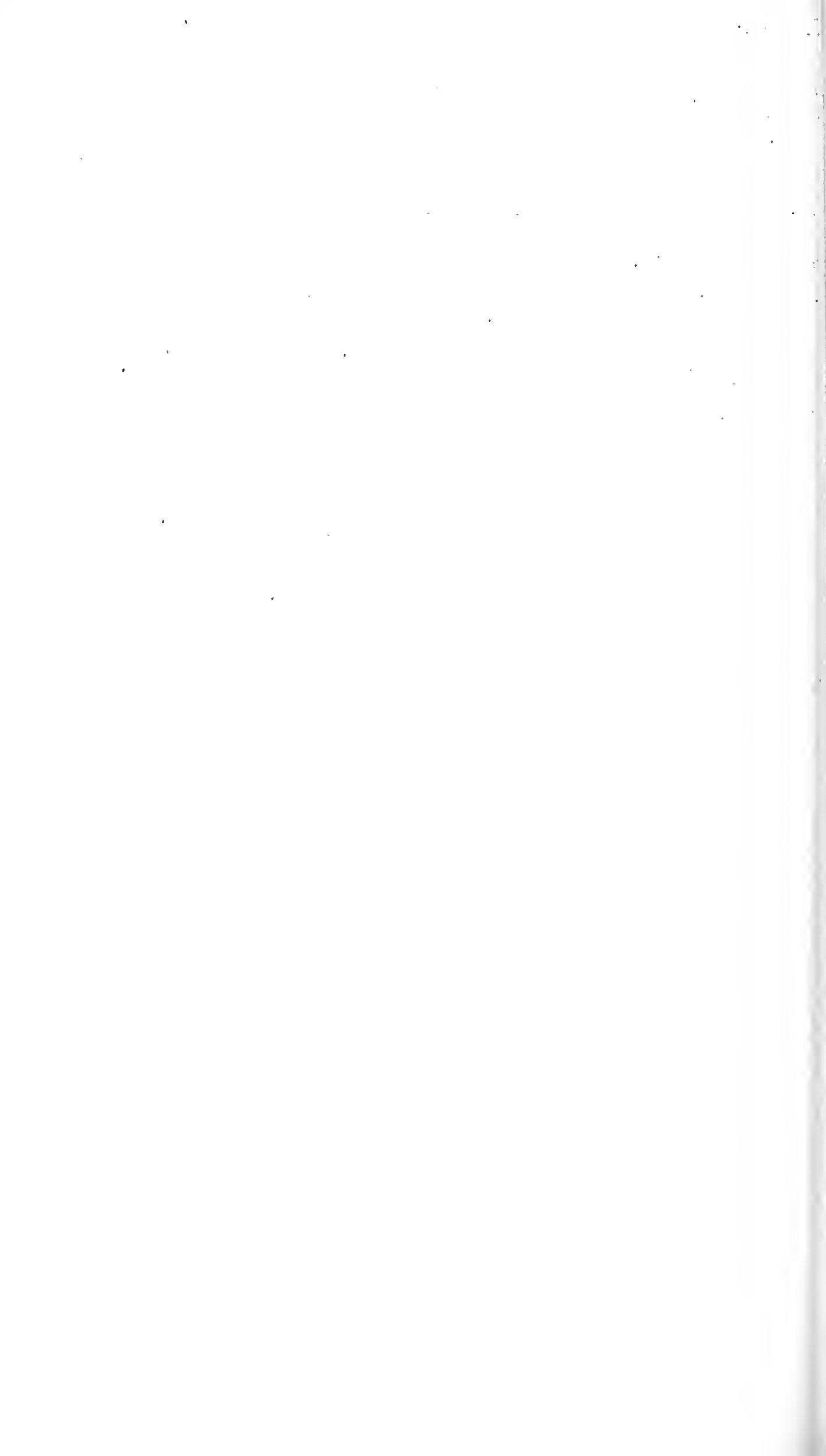
We believe Dr. Herbert C. Clish, Superintendent, is an excellent administrator for the San Francisco Public Schools. We believe his staff is efficient and well trained and work well together. We believe the Board of Education handles a very difficult assignment with an awareness of the great responsibility on their shoulders, and handles it well.

Respectfully submitted,

LOUIS SHAWL, Chairman,

JACK W. LEISHMAN,

ALFRED KARP.



## Report of Committee on Schools and Libraries

-----

## Library Report

Dec. 7, 1953

The San Francisco Library Department is under the jurisdiction of the Library Commission composed of 11 members appointed by the Mayor. The City Librarian is the executive officer, supervising the Main Library in the Civic Center and 22 branch libraries, with approximately 82 assistant librarians.

There is a book collection of 900,000 volumes, and the annual circulation amounts to around 2½ million volumes. Around 1,200,000 visits are made by San Franciscans to the libraries each year.

The average person thinks of a library as just a collection of books. Our library is much more. For instance, the Art and Documents Section, the Music Section, the Reference Department, are among the most important such departments in the nation. The Art Section contains over 70,000 volumes, the greatest collection of art books in the West. The Music Section has scores of all the major operas, and also all the standard repertoire of the San Francisco Symphony Orchestra.

The Library like every other city department, has money troubles. The Library's troubles are worse than most, because the Mayor and the Supervisors have used the knife unmercifully on their budget requests for many years. San Francisco's tax support has been very meager as compared to most other cities. Here are the per capita expenditures of a few sample cities:

San Francisco	-----	\$1.39
Baltimore	-----	1.87
Boston	-----	3.52
Cleveland	-----	4.01
Oakland	-----	2.14
Seattle	-----	1.87

The American Library Association recommends expenditures of from \$2.00 to \$3.00 depending on whether the taxpayers want minimum, good or superior library services.

So it appears San Francisco is quite far behind.

Because of lack of funds the facilities offered by the library have had to be curtailed. Needed expansions have had to be postponed. Hours of service have been cut. The Main Library is now closed on Sunday. The branches are closed both on Sunday and Saturday evenings.

In other words, the Library has been treated like the proverbial step-child. They have been told to get along with approximately the same number of dollars they had 10 years ago although the dollar today will only buy half of what it formerly bought.

For instance, in 1938 - \$100,000 bought 61,000 books, or \$1.64 each  
Compared to 1953 - 128,000 bought 34,000 books, or \$3.76 each

at \$3.76 each - 61,000 books today would cost \$229,360.

So, parents and educators complain that children are not reading enough books, that they have lost the love of books, that they do not use the library as their parents used to. And we, the parents, starve the library system half to death, so they can only offer fewer and fewer facilities for fewer and fewer hours, at fewer and fewer locations.

All this with an expanding population, and expanded areas where library service is needed; not only geographic areas but service areas as well. For instance, any good library today has a Record Department and a Film Department. We have none. No funds.



Dec. 7, 1953

In 1951 the Parkside and Potrero Branches were built. They have been cited as two of the finest examples of library designing and planning in the country. They are designed from a functional point of view and operate with a minimum of expense. Library users in those areas have said what they think of these new libraries by using them more than any branch libraries in the city. They are pleasant to be in, and inviting to see and use.

The Library Commission with the able assistance of the City Planning Commission prepared an overall survey of the library needs of the city. Out of this survey came a recommendation that San Francisco needs 26 branch libraries in the city; that 10 existing branches be retained; that 3 new branches be established; that 5 be re-located; that 6 branches be built to replace those in rented quarters.

The survey also pointed out the need of alterations to the Main Library as follows: Separate the Art and Document Divisions; combine the Periodical & Newspaper Rooms into one department; move the Music Department to new larger quarters.

The total expenditures required was estimated at \$1,894,950 and was presented to the voters at last November's election along with 6 other proposed bond issues. The vote was YES - 118,802; NO - 70,315. This was a clear majority - but not the required 2/3 vote. It is generally recognized that general disinterest in adding to the city's bonded indebtedness, plus antipathy toward the 2 bond issues for the Municipal Railway, plus a very light vote were the reasons for the defeat.

The Library Department must have this bond issue passed in the near future in order to function as the citizens of San Francisco expect.

Summing up - this Grand Jury Committee recommends as follows:

1. Adequate funds must be made available, either in annual budgets or through bond issues, to extend and improve branch libraries throughout the city.
2. Appropriation of funds for adequate book collections must be made.
3. Appropriation of funds for expansion of services and activities which are recognized functions of a city library system must be made.
4. Sufficient personnel must be provided to staff the libraries.
5. Adequate funds must be made available to provide proper maintenance each year to avoid later bond issues which double the cost to the taxpayer.

Respectfully submitted,

LOUIS SHAWL, Chairman,

ALFRED KARP,

JACK W. LEISHMAN.



## Juvenile Department Committee

-----

## Final Report

Dec. 7, 1953

The Juvenile Department is composed of three Divisions: Probation Department, Juvenile Hall and Log Cabin Ranch for Boys. The operation is under the supervision of Hon. Milton Sapiro, Judge of the Superior Court who is assigned to the Juvenile Court. This court is located at the Youth Guidance Center at Woodside and Portola Drive.

The executive in charge is Philip Green, Chief Probation Officer, and this Grand Jury Committee wishes to commend him highly as an excellent type of public servant, a "career man" of the highest order.

Since coming to San Francisco a few years ago he has had to work under severe handicaps. The city had spent \$4,500,000 on the new Youth Guidance Center, and it could have been a model for such an institution, but poor planning throughout has resulted in many difficulties. Some will be expensive to remodel, and some may be impossible. An example is the drainage problem, which results in water and mud from an adjacent hillside getting into certain buildings each winter.

Most of the things wrong at the Youth Guidance Center can be fixed with money. It is strongly urged that the Mayor and each Supervisor make it his business to spend a half day or more inspecting the Youth Guidance Center before acting on the forthcoming budget requests.

Reference is made to Interim Report of this committee filed in June of this year. Various problems are discussed there, and will only be mentioned here.

Here are some of the items urgently requiring correction:

A. BUILDING ADDITIONS, EXTENSIONS AND EQUIPMENT REQUIRED

1. Extensions to Boys Cottage No. 4

To handle some of the dangerous, hard-to-handle cases, this proposed extension will provide 16 maximum security rooms, equipped with wash basin and toilet.

2. Extensions to Girls Cottage No. 2.

Will include 8 maximum security rooms with plumbing as above.

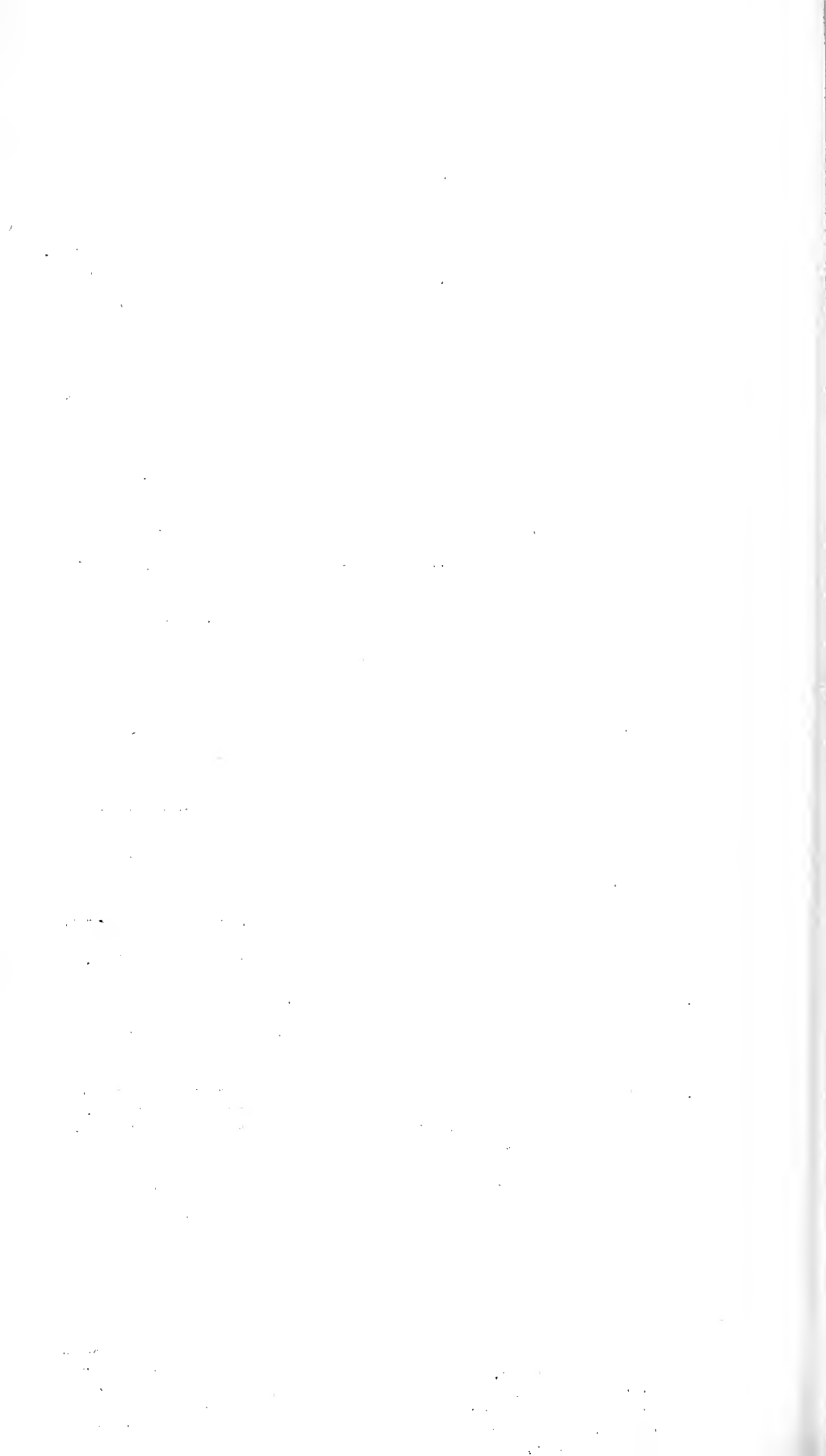
3. Replace screens in 66 windows and 66 doors in 3 boys cottages with No. 9 gauge 1/2 inch mess wire screen. Present screens are broken and damaged beyond repair, and are no good anyway.

4. Build Boys Cottage No. 5 and Girls Cottage No. 3.

Increasing juvenile delinquency loads require additional facilities. The cottages are over-crowded and under-staffed now, and will be worse unless this is done.

5. Cover Playgrounds with Screen to Avoid Escapes

This is one measure this committee hesitates to recommend. However, the only alternative suggested is to reconstruct and relocate the existing cyclone fence which was not properly constructed or located when built. Board of Public Works should determine comparative costs.





6. Install Scound-Security System

This is necessary to provide protection for supervisors in time of emergencies, assaults, riots. Superintendent's Office would be linked to Delinquent Boys Cottages and Delinquent Girls Cottages.

7. Dishes, Cups, Silverware Required

In some cottages the lack of adequate eating utensils and equipment is appalling. Only a few dollars would correct this item.

B. STAFF ADDITIONS REQUIRED:

1. Additional Probation officers are needed badly. Men and women now try to handle 85 cases each, and this is an impossible load. In addition they have to prepare 10 to 12 new cases for court, which is no small task.

Children on probation need supervision, or they get into more trouble and cost the city more money - so it is good economy to hire a few more probation officers.

2. One More Probation Officer needed for Neglect Intake Department. At present only 3 people handle family neglect cases, and one more is desperately needed, to avoid extended delay.

3. Supervisors needed in Dependent Childrens Cottages.

These are children of delinquent parents, and deserve much better care than they get. In the nursery, for instance, there are only 2 women caring for around 40 small children, ranging from 6 months to 6 years. Imagine the work, bathing, dressing, cleaning, toilet supervision, undressing, trying to provide some recreation, feeding babies of all ages etc. It is a wonder they don't walk out! It is a disgrace to the city.

4. Supervisors needed in Delinquent Childrens Cottages.

Cottages were built to house 18 children each, but usually have between 25 and 40 children. Some of these children are 15, 16 and 17 years old, fully grown, and require a great deal of attention. There should be at least 2 supervisors on duty at all times, and at present this is not the case. We recommend that the Chief Probation Officer's recommendations be followed, to the letter.

5. Program Supervisors for Afternoon 3 pm to 11 pm Shift.

This is the time when the older children get more restless and think about making trouble and trying to escape. At least 2 Supervisors - one for Boys and one for Girls are urgently needed. They could supervise and plan an arts and crafts program, recreational program, or educational program, or a combination of all three. Directing the child's energies into constructive channels gives him less time and energy to think and act destructively. In this connection it is interesting to note that low paid staff workers took up a collection and donated 2 TV sets for these unfortunate kids.

6. Employ a "Roving" Senior Group Supervisor - 11 pm to 7 am Shift. This is recommended because 1 supervisor in each cottage is a dangerous situation, and this roving supervisor could be available to help any cottage supervisor in any emergency. Also he could relieve the one woman, a nurse, on duty at the Admission Desk, if she had to treat a sick child. It



is unthinkable to leave a woman alone after midnight in this Admissions Office, a great distance from the cottages. Other cities have at least 2 people on duty at all times.

7. Employ an Intake Probation Officer for Saturdays, Sundays and 3 nights a week when the administrative office is closed. This employment would save money for the city. Children are sometimes brought in large numbers for minor incidents, and many could be left to the custody of their parents, and cited to appear. This man could prevent a great deal of unnecessary over-night and week-end detention. Large numbers of children on Saturdays and Sundays are a very difficult problem because the public school teachers are not there to help with the school, craft and gymnasium activities.

8. One Additional Engineer for Steam Plant and Boilers Required:

A steam plant like the one at Youth Guidance Center should have an engineer on duty 24 hours a day, but this item was cut out of the budget by the Supervisors. Instead they put in a Junior Engineer, who receives around \$30. a month less than an Engineer, but is not able to handle or is not allowed to do many of the functions an Engineer would take care of.

9. Janitorial Staff

There is no janitorial staff at all! It is left up to the supervisors to take care of, with whatever help they can get from the inmate children, when they have time. Naturally there is much left to be desired.

10. Kitchen Staff for Dependent Childrens Cottage

The cottages housing dependent children contain a completely equipped kitchen, which is not used because the Mayor cut the required \$6000 a year out of the budget. This is the most short-sighted type of economy one can imagine. Food has to be trucked in an open cart from the main kitchen down an elevator, then, about a block down a driveway to the cottages. The Board of Health should put a stop to this practice, if no one else will.

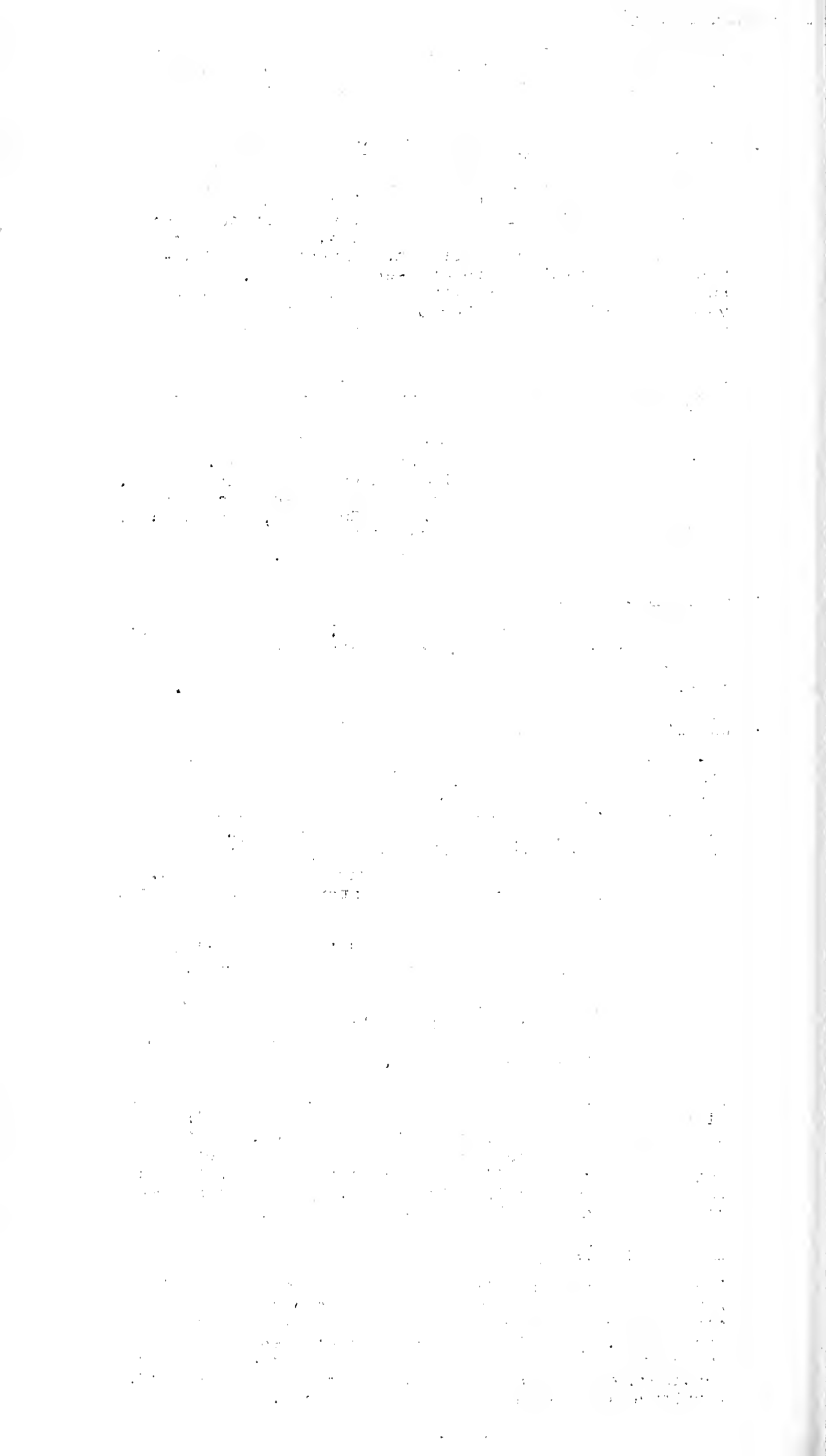
We recommend the \$6000 be replaced in the budget to hire the necessary staff to operate this kitchen.

It is interesting to note that both State and Federal organizations relating to Probation and Temporary Child Care believe that even the above recommendations are a bare minimum requirement.

Philip Green, Chief Probation Officer, asked the National Probation and Parole Association to make an independent study of the Youth Guidance Center. In this report, made by Sherwood Norman, Director of Detention Services, recommendations are made that go far beyond the recommendations in this report, both as to accommodations and to numbers of staff on duty.

#### MAINTENANCE FUNDS

Our final recommendation is that the Board of Public works be ordered to immediately prepare budget estimates of cost to properly maintain the plant investment. Painting is badly needed, general repairs of damage by delinquent children is extensively required; windows are broken, so rooms cannot be used; furniture is broken so it cannot be used.



Juvenile Department

This is another "San Francisco Hospital case" in the making. If you take care of it now it can be paid for out of current funds. Wait a few years, and it will require a bond issue.

Respectfully submitted,

LOUIS SHAWL, Chairman,

ALFRED KARP.



December 15, 1953

REPORT OF PUBLIC UTILITIES COMMITTEE

MUNICIPAL RAILWAY

During 1953 the Public Utilities Committee made a tour of the Municipal Railway. The Street car barn at 2600 Geary Blvd., the Trolley Coach yard at Presidio and Post, and the Administrative Offices at 949 Presidio Ave., were thoroughly inspected and considerable factual information was obtained.

This tour included the Central Control room which handles the two-way radio communications for 30 Railway vehicles; Information Room, where over 7,000 weekly inquiries are received, and the Money Room where the daily receipts are segregated and counted before sending to the bank. Daily receipts for the Railway are approximately \$70,000 weekdays, \$45,000 Saturdays, and \$27,000 Sundays.

The Railway is divided into six operating divisions, Automotive Shop, General Shops and Administrative Offices, which properly handle the 3,043 employees and 1,217 pieces of rolling stock (buses, trolley coaches, streetcars, cable cars and autos).

To make an intensive investigation of the many divisions and shops of the Railway, would require several months.

The committee found that all key positions of the Railway are filled with experienced personnel who have had many years of Railway experience.

The committee is of the opinion that the Railway is efficiently operated, but because the Railway has increased tremendously in size since the City Charter was adopted in 1932, many sections of the present Charter seriously interfere with the proper operation thereof.

We realize that to eliminate the objectionable Charter amendments affecting the Railway would be a lengthy time consuming procedure. In order to expedite improvements by elimination of all objectionable Charter amendments, it is recommended that a Transit Authority be created for the operation of the Railway.

Following is factual information that was obtained:

Financial Results of Operations  
Proprietary Basis

The financial results of operations for the fiscal year ended June 30, 1953, after provision for accidents, depreciation, bond interest, retirement, and removal charges, showed a net profit in the amount of \$493,981.31 as compared with a loss of \$2,619,216.05 in the previous year.

This represents an increase in the net profit from operations over 1951-1952 in the amount of \$3,113,197.36.

This betterment in the results of operations is entirely due to the increased passenger revenue received from the increase in the fare from 10 cents cash to 15 cents cash, which became effective on June 1, 1952. This increase in passenger revenue over 1951-1952 totals \$5,245,081.69.

This increased revenue was sufficient to provide for the cost of increased service operated over 1951-1952, amounting to 1,243,292 miles, or 4.24 per cent, as well as the increased cost of wage increases, including the cost of the "8 in 10" schedules, and higher material, supplies and service costs.





## Public Utilities Report - continued

We must be ever mindful of the fact that in quoting profit and loss figures that Municipal Railway pays no property taxes to the City and that if same was assessed it would indicate a complete change in the picture.

### Financial Results of Operation Fiscal Year Ended June 30, 1953

#### No Contributions from Taxes Required in 1952-53 or 1953-54

During the fiscal year 1952-1953, due to the increased revenue received from the 15 cent fare, it was unnecessary to call on tax sources for any amount to meet requirements on a cash or funding basis.

Starting with a surplus carry-over from 1951-1952 of \$546,636, the railway closed the year 1952-1953 with a surplus of \$1,065,000. This amount will be required to supplement the cash operating revenues in 1953-1954, to meet requirements on a cash or funding basis. No provision has been made for any tax support in 1953-54.

In the previous fiscal year 1951-1952, the railway received the amount of \$2,384,117 from tax sources. Of this amount, \$9,000 was returned during 1952-1953.

#### 1954-1955 Operation Will Require Contribution from Taxes

On a cash basis, the first three months of the fiscal year 1953-1954 show all expenses including bond interest and redemption will exceed revenues by \$240,149 and this loss is being made up from a surplus carried over from 1952-1953.

However, it is not anticipated that any appreciable funds will be available at the end of 1953-1954 to carry over to 1954-1955 and that a substantial tax contribution will have to be provided to finance operations in 1954-1955.

#### Failure of Passage of Bond Issues \$6,620,000 for Improvement and Rehabilitation Operating Savings Eliminated

The failure of approval of the \$6,620,000 railway improvement and rehabilitation bonds at the election on November 3, 1953, is to be regretted not only for the reason that service improvements contemplated cannot be made but also that the estimated annual savings in operating expense totaling \$760,000 cannot be realized.

As the annual bond interest and redemption requirements on the bond issue were estimated to average about \$450,000 per year, a net annual saving of some \$310,000 would have been available to reduce the now evident required tax subsidy that will be necessary for 1954-1955 and future periods.

### Financial Operating Problem Fare Increase - Increase in Revenue Decrease in Passengers

In line with the nation-wide experience of practically all transit systems, the Municipal Railway has been confronted with a progressive decline in riders since June, 1945.

The principal cause of this loss of patronage has been the increased use of private automobiles, which tends to increase the congestion of downtown areas and generally makes for poor transit movement and obstruction of business.

In this period, payroll costs have increased about 80 per cent, and other costs have likewise risen.



## Public Utilities Report - continued

For the sixty-seven month period from November 1, 1946 to May 31, 1952, the railway suffered continuous losses from operation notwithstanding one fare increase to 10 cents made on January 26, 1949.

In line with most comparable transit systems in the nation confronted with a similar problem, which systems have been forced to seek relief through increased rates to 15 cents, 17 cents, and up to 20 cents, the rate of fare was increased on the Municipal Railway on June 1, 1952, to a 15 cent cash fare.

It is interesting to note that for a period of about thirty-two years from December 28, 1912 to September 29, 1944, the Municipal Railway retained the basic 5 cents fare with a free transfer privilege.

### Results of Fare Increase

As a result of the increased revenue of approximately 33 per cent derived from this fare increase, the results of operations for June, 1952, showed a profit of \$159,157.13.

This was the first month in the previous sixty-eight months that the railway had shown a profit.

For the twelve months ended June 30, 1953, results of operations showed a profit of \$493,981.31, due to the increased revenue received.

In the past fiscal year ended June 30, 1953, gross passenger revenue totaled \$23,328,178.63 as compared with \$18,083,096.94 in the previous fiscal year, an increase of \$5,245,081.69 or 29 per cent.

If the month of June, 1952, the first month of the fare increase, was adjusted to reflect revenues under the old fare rate, the increase in gross passenger revenue for the fiscal year 1952-1953 over 1951-1952 would have amounted to approximately \$5,715,717.97 or 32.5 per cent.

### Passengers Carried

Fare passengers carried in 1952-1953 totaled 160,771,196 as compared with 178,056,796 in 1951-1952, a decrease of 17,285,600 or 9.7 per cent.

If adjustment were made for June, 1952, the first month of the fare increase, to reflect a figure of what the fare passengers would have totaled in June, 1952, if no fare increase had been made, the decrease in fare passengers in 1952-1953 under 1951-1952 would have totaled approximately 18,884,948 or 10.5 per cent.

A review of the figures on passengers carried in the peak fiscal year of 1945-1946 as compared with the fiscal year 1952-1953 will show the great decline in riders that has taken place during the past seven years.

Total passengers carried declined from 326,007,393 in 1945-1946 to 221,981,258 in 1952-1953, a decrease of 104,026,135, or 31.9 per cent. Revenue passengers in the same periods decreased from 244,450,767 to 160,771,196, a decrease of 83,679,571 or 34.2 per cent.

While this great decrease in riders has taken place, from the riders carried seven years ago, the service rendered in the past year is 1,098,947 miles, or 3.7 per cent greater than that rendered in 1945-1946.



## Public Utilities Report - continued

Therefore, the railway is now providing annually 3.7 per cent more mileage service and operating with far more modern equipment than seven years ago to accomodate 83,679,571, or 34.2 per cent less revenue passengers, and 104,026,135 or 31.9 per cent less total passengers.

### Nation-Wide Transit Ills

Though it is an indisputable and acknowledged fact that mass public transit in our cities is an absolute necessity for their well-being and functioning, we now find almost universally throughout the nation that public transit systems are confronted with so many and varied problems as to threaten the solvency and operation of many of them. Some of the adverse factors being experienced are mentioned here.

The continued and mounting inroad of the private automobile has progressively taken riders from public transit, resulting in great losses in revenue. The systems still have to furnish the more costly peak hour services under increasing congested traffic conditions, but have lost much off-peak business when they have ample capacity.

Another factor is the change in pattern of our cities called decentralization requiring longer hauls and greater coverage in less densely populated areas.

Saturday business has been greatly reduced by the five-day work week which is being more and more adopted by industry.

Sunday business has also fallen off greatly due to the loss of riders to the private automobile.

Night travel has likewise greatly decreased, the effect of television being a major contributing factor.

Business has been concentrated to two rush hour periods five days a week, possibly for twenty to twenty-five hours each week, but requiring full capacity of vehicles and operators to handle these periods. About half of the equipment is idle in other periods.

Labor and material costs have continued to mount, and fare increases have helped only to a point, after which the loss of riders, due to fare increases, nullifies to a great extent the object of increased revenue sought.

The cities have found their costs of government have mounted because of the necessity of additional public services to outlying areas and have also found their former concentrated business areas, from which great tax income has always been received, now beginning to suffer as a result of traffic congestion and change in property values.

These are some of the problems now confronting the transit industry and calling for solution.

### New Municipal Railway Accomplishments

As a result of the many conversion changes, extensions and reroutings, and new equipment and facilities placed in service, the railway can point to many noteworthy items reflecting its advancement. Some of these are noted as follows:



Reduced Headways

1. On lines that have been converted from streetcar to motor or trolley coach operation, headways between vehicles have been reduced 40 to 50 per cent, thereby lessening waiting time.

Increase in Mileage Service Operated  
Despite Great Decrease in Revenue Passengers

2. In the peak fiscal year of 1945-1946, the number of total passengers carried by the railway was 326,007,393 and the number of revenue or fare passengers was 244,450,767. For the past fiscal year 1952-1953, the total passengers carried amounted to 221,981,258, a decrease of 104,026,135, or 31.9 per cent, and revenue passengers totaled 160,771,196 a decrease of 83,679,571 or 34.2 per cent as compared with 1945-1946.

While this great decrease in riders has taken place from the riders carried seven years ago, the mileage service operated has increased from 29,454,947 miles in 1945-1946 to 30,553,894 miles in 1952-1953, an increase of 1,098,947 miles or 3.7 per cent.

Therefore, the railway is now providing annually 3.7 per cent more mileage service, or 1,098,947 additional miles, and operating with far more modern equipment than seven years ago, to accommodate 83,697,571, or 34.2 per cent, less revenue passengers and 104,026,135, or 31.9 per cent, less total passengers.

Increased Seating

3. Due to the increased number of vehicles operated, the railway now offers about 50 per cent more seats on converted lines during rush hour periods than there were available five years ago.

New Passenger Vehicles

4. New modern passenger vehicles purchased and placed in service since 1947 total 658, consisting of

364 Trolley Coaches  
259 Motor Coaches  
35 Streetcars

Trolley Coach Overhead Construction

5. The new trolley coach overhead wire system now totals 127 miles - an increase of 110 miles since 1946.

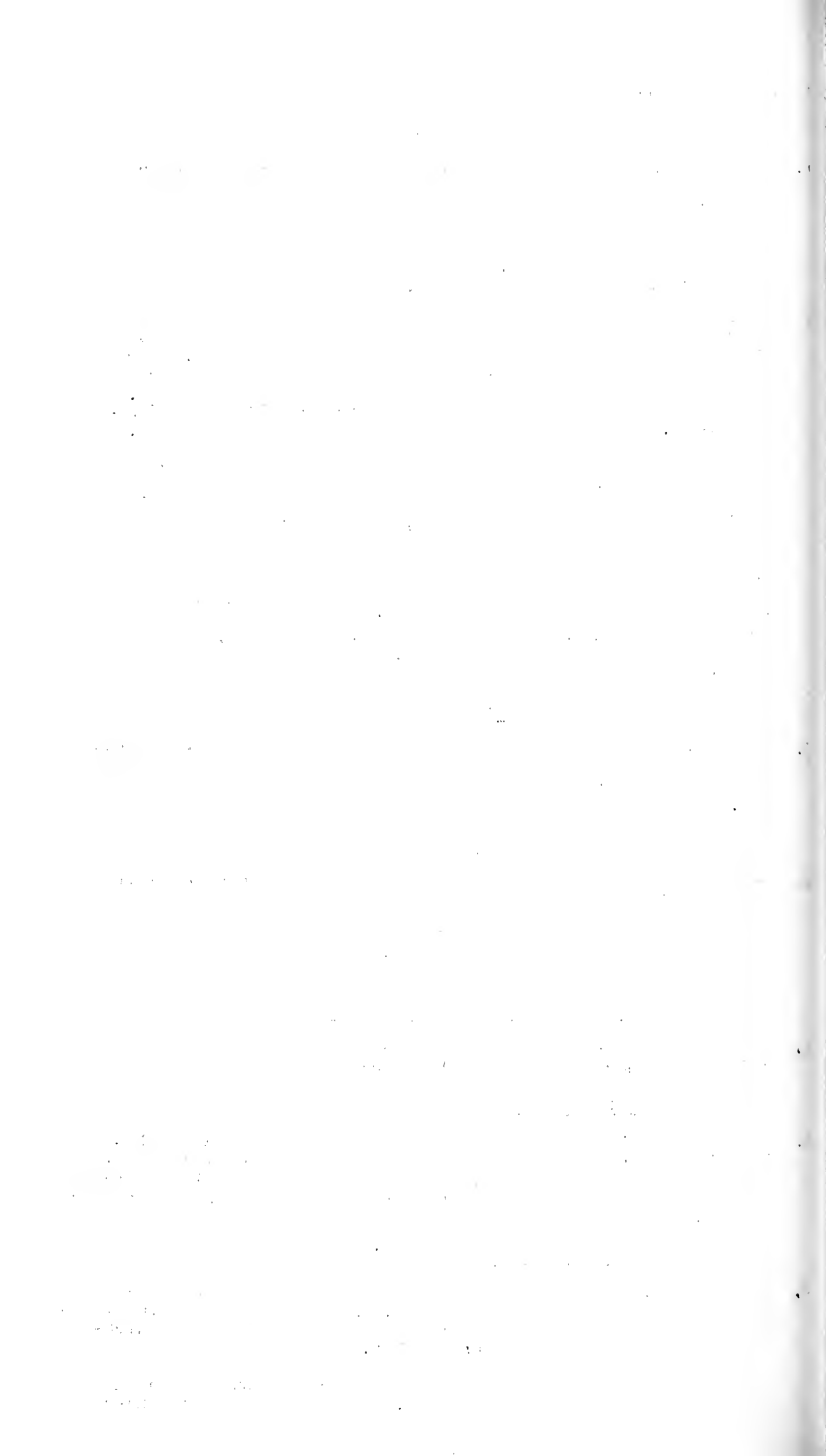
Removal of Old Streetcar Tracks

6. Worn-out tracks in a total amount of 167 single track miles have been removed from the city streets, and the streets repaved from curb to curb. Tracks totaling approximately thirty single track miles have also been removed from abandoned rights of way.

New Operating Facilities

7. Modern new repair, storage, and maintenance facilities have been constructed at four locations. Facilities at two locations Potrero and Presidio - are for trolley coaches; two at Kirkland and Ocean are for motor coaches.

At the Geary Street office building, improvements have been made, and new offices constructed. This location now houses





## Public Utilities Report - continued

formerly scattered departments and staffs in one central location with resulting increased efficiency.

### Retention of Fares at Below National Rates

8. For a period of about thirty-two years from December 28, 1912, to September 28, 1944, the railway retained the basic 5 cent fare with a free transfer on all lines. The 10 cent fare in effect on the Municipal Railway from January 26, 1949, through May 31, 1952, was considerably under the rates charged on the majority of comparable transit systems during this period when many other systems had fares ranging from 12 cents to 20 cents.

The fare increase to a 15 cent cash fare with free transfer placed in effect on June 1, 1952, is still lower than being charged at present on a number of other systems where the fare rate now ranges from 17 cents to 20 cents.

On Sundays and legal holidays, the railway offers a "Sunday and Holiday Tour Ticket" selling for 50 cents which entitles the purchaser to tour the entire system during the day, riding at will, visiting the many points of interest in San Francisco.

### Establishment of Central Information Bureau

9. As a means of providing improved telephone information service, it was decided to centralize all of the information calls through one office rather than through the several departments and divisions of the railway. Accordingly, a Central Information Center was set up on February 4, 1952, in Room 212 at 949 Presidio Avenue. This office is open daily from 7:00 a.m. to 10:00 p.m. week days, Saturdays, Sundays, and holidays.

During the past fiscal year, this central office handled 333,444 information calls. The total information calls handled since the establishment of this bureau on February 4, 1952, through June 30, 1953, totaled 426,165. In addition, during the past year, this central office handled 2,345 complaints and wrote 1,653 Passenger Service Reports from these complaints. The balance of 782 complaints was handled direct by the central office. Management has received many letters of commendation on this service.

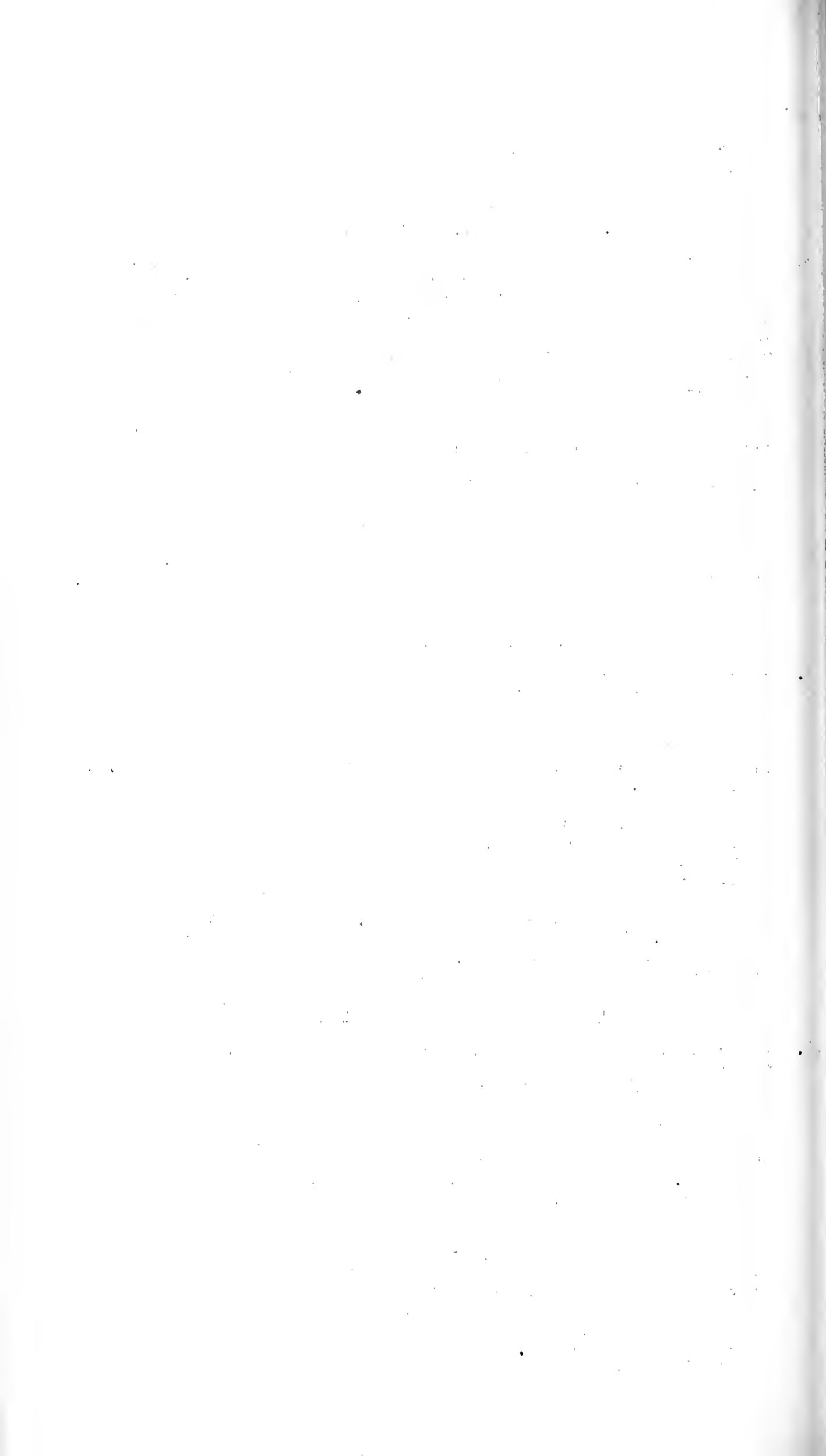
### Modern Surface Transportation System

10. The railway now presents in major part a modern and efficient public transit system operating new and clean vehicles and traversing 520 round trip miles of streets.

The new trolley coaches now operating on the railway routes with the steepest grades have clearly demonstrated their ability to climb these grades, fully loaded, with ease and facility. One grade operated on the Union Street line is an 18.9 per cent grade.

With the aid of the modern mechanical coach-washing facilities at the Potrero, Ocean, Twenty-fourth and Utah and Kirkland divisions, and with the enforcement of the no-smoking ordinance in the coaches, all motor and trolley coaches are being maintained in a clean and sanitary condition, both as to exteriors and interiors. All equipment has been painted in the standard green and cream colors.

The system now operates -



Public Utilities Report - continued

7 Streetcar Lines  
5 Cablecar Lines  
13 Trolley Coach Routes  
41 Motor Coach Routes  
a total of sixty-six lines and routes.

The advantage of curb-loading is offered on its coach lines. Courtesy of its operators to patrons has been stressed by the management with a noticeable improvement in this respect.

5 Cent Shoppers' Shuttle Bus Route Between  
10:30 A.M. and 3:30 P.M.

Acting on a proposal for a 5 cent Shoppers' Shuttle Bus Route, looping the downtown area, the Public Utilities Commission approved a trial operation for sixty days commencing September 14, 1953, on a route from Market and Second Streets to Post Street, to Grant Avenue, to Geary, to Stockton, to Market, to McAllister, to Hyde, to Market, to New Montgomery, to Jessie, to Second, to Market.

This route is two and one-half miles long, with a twenty-two minute running time and a five minute headway. Average speed is about 6.8 miles per hour. The hours of operation are from 10:30 A.M. to 3:30 P.M., Mondays through Saturdays.

For twenty-nine week days of operation to November 11, the average number of passengers per day was 2,063, and the average revenue \$103.15; the estimated loss being \$85.70 per day.

For eight Saturdays, passengers per day averaged 848, and revenue \$43.40, or a daily loss of \$152.74.

The sixty-day trial period from September 14, 1953 has now been extended to December 31, 1953.

An extension of the route into the financial area during the noon hours between 11:30 A.M. and 1:30 P.M. on week days, Mondays through Fridays, has been approved by the Public Utilities Commission and will be placed into effect when and if approved by the Board of Supervisors.

- - - - -  
WATER DEPARTMENT

During the period September 17 to 20 inclusive, your committee, accompanied by Presiding Judge Preston Devine, fourteen members of the Grand Jury and staff, inspected the properties of the Hetch Hetchy Water Supply and a portion of the properties under the jurisdiction of the San Francisco Water Department.

It is to be noted that the San Francisco Water Department is a separate and independent agency of the San Francisco Public Utilities Commission, as is the Hetch Hetchy Water and Power Project. The Hetch Hetchy Project is administered through the Public Utilities Commission, the Manager of Utilities, and the Manager and Chief Engineer of the Hetch Hetchy Water Supply, Power and Utilities Engineering Bureau. It was further determined that the last named executive, in addition to administering the Hetch Hetchy Project, also heads as Chief Engineer, the Utilities Engineering Bureau, which Bureau has the responsibility for planning, designing and constructing all capital improvements of the San Francisco Airport, the Municipal Railway, and the Hetch Hetchy Project.



## Public Utilities Report - continued

During the fiscal year 1952-1953 the Utilities Engineering Bureau supervised the construction of capital improvements valued at \$4,704,000 at the San Francisco Airport, capital improvements in connection with the Hetch Hetchy Water Supply totaling \$1,173,745, and capital improvements of the Municipal Railway totaling \$262,268, these expenditures being a part of a construction program either under way on July 1, 1952, or started subsequent thereto, in the amount of \$13,333,778.

With regard to the Hetch Hetchy Project itself as an operating unit, the inspection group stopped enroute at the San Francisco Water Department's Millbrae Plant at which point Mr. C. Medbury, Water Purification Engineer, explained in detail how the City's water supply is being protected against contamination, it being pointed out that all importations of water from Hetch Hetchy are being transported through closed conduits, either pipe or tunnel, to its point of discharge into the Crystal Springs Reservoirs of the San Francisco Water Department. Chlorination is very mild, and is introduced primarily to prevent certain algae growths within the conduits. Some chemical treatment is also required in the Peninsula Reservoirs to keep down plant growth. From the information given by Mr. Medbury it is apparent that San Francisco's water supply is one of exceptional purity and that adequate precautions are being taken either through the ownership or control of the contributing watersheds to prevent contamination, or through mild chemical treatment.

The group then proceeded to Sunol which is the present headquarters of the Alameda Division of the San Francisco Water Department and is a part of the properties acquired from the Spring Valley Water Company by purchase in 1930. This area is also the point of division between the jurisdictions of the Hetch Hetchy Water Supply and the San Francisco Water Department.

The group had the opportunity of viewing the construction of a pipe line being installed for a distance of some 3000 feet between the end of the 27-mile Coast Range Tunnel and the 5-mile tunnel which traverses the hills between the Alameda Creek and the Bay shore. This pipe line supplements an existing line and is being installed to increase the volume of water necessary to be imported from Hetch Hetchy. This project is costing about \$400,000 and while under the administrative jurisdiction of the San Francisco Water Department, is being financed from the 1947 Hetch Hetchy Bond Fund. The pipe is 90 inches nominal diameter, 3000 feet long, with a capacity of approximately 135 million gallons daily.

The group then went to Tracy for lunch; this city is 9 miles due north of Tesla Portal which is the junction between the 27-mile Coast Range Tunnels and the 47-1/2-mile San Joaquin Valley Pipe Lines, of which there are two presently installed on rights of way owned by the City and County of San Francisco, and which have a combined capacity of approximately 150 million gallons daily. It is to be noted that the present consumption of the City and County of San Francisco and its customers on the peninsula, average about 120 million gallons daily, thus when taken into conjunction with the 50 million gallons daily capacity of the Old Spring Valley System, indicates adequate protection against a water shortage within the City's service area for some years to come. The party then traveled to the City's Moccasin Power House and inspected the 100,000 h.p. hydro-electric plant which has been in operation since 1926, through which all of the water enroute to San Francisco passes.

The Committee was particularly impressed with the fact that Hetch Hetchy water flows to the peninsula reservoirs entirely by gravity, and enroute is used for the manufacture of electric energy from which the City is deriving substantial revenues having a gross value of about \$2,800,000 annually. In addition, the City purchases from the Pacific Gas and Electric Company for resale,



about \$1,400,000 of electric energy. Revenues from the sale of water to the San Francisco Water Department totaled \$3,550,000. Miscellaneous revenues bring the total annual gross revenue to approximately \$8,325,000. The Committee was informed that from the revenues received from the sale of water and power, the Hetch Hetchy Department is able to pay all of its operation and maintenance costs, bond redemption and interest, together with sizable expenditures for capital improvements.

The Committee noted the well kept appearance of the Moccasin Plant and residential area, and was informed that the residences are owned by the City and County of San Francisco and are made available to its employees at a nominal rent. While attempts have been made to furnish all employees with housing on the property, there are 12 to 15 families who are forced to live in the surrounding areas.

Time did not permit the group to visit all the installations which were passed enroute, but did see the results of the cooperative effort on the part of the City and the California Fish and Game Commission in the development of rearing ponds for trout in the area immediately below the Moccasin Diversion Dam. Completion of this project by the State should improve the recreational facilities in the entire Tuolumne area, inasmuch as it is planned to plant catchable size trout in the various streams accessible to ordinary vacationists.

It was noted that maintenance and repair work was being performed upon the concrete anchor blocks of the Moccasin penstock. Years of exposure to extreme climatic conditions in this area have made it necessary to insure the safety of the steel penstocks which bring the water through a series of steel pipes through a vertical distance of 1300 feet from the top of Priest Hill to the power house at Moccasin.

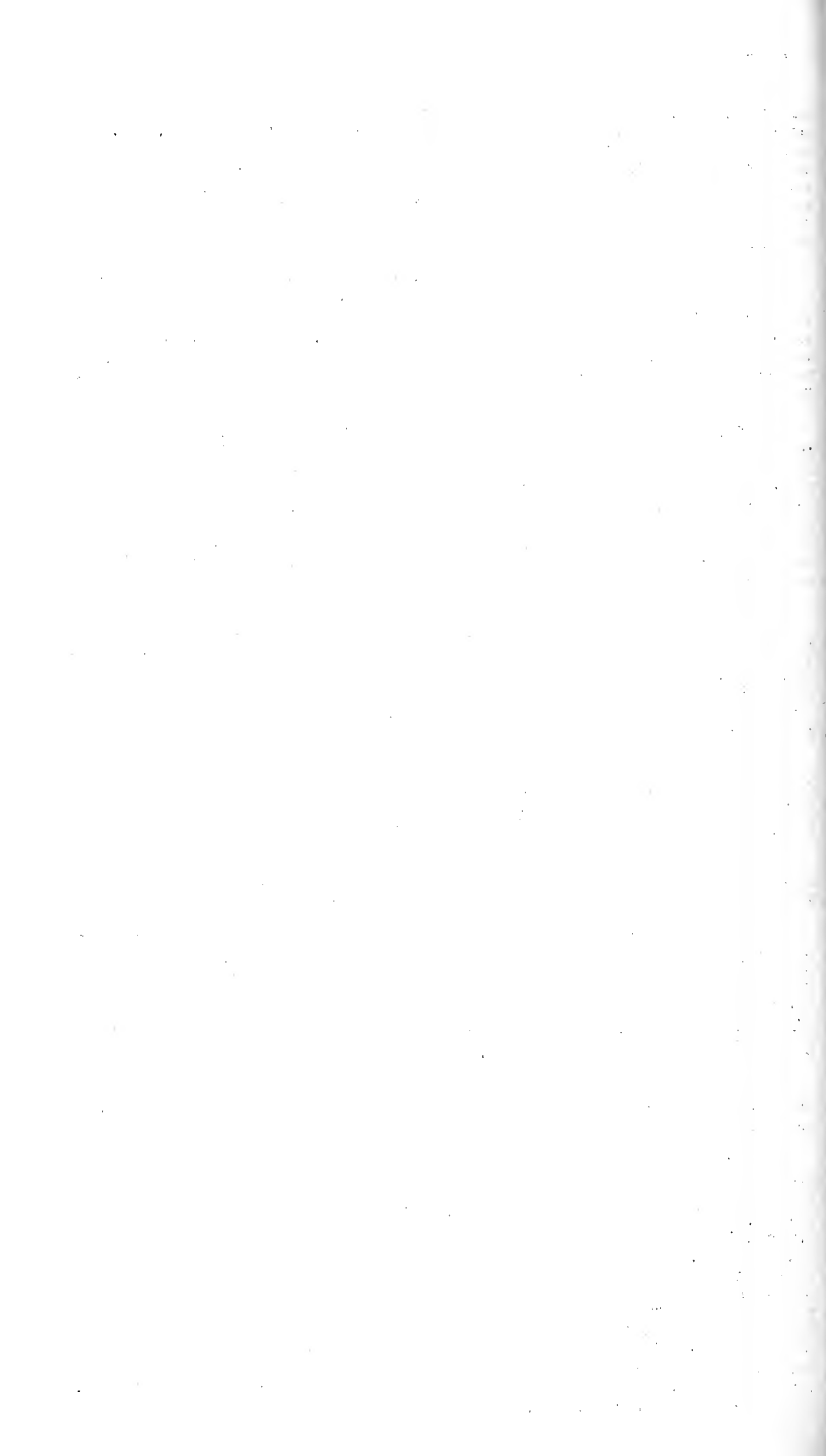
The party then proceeded via the Big Oak Flat Road, and from the vicinity of South Fork traveled over a portion of the newly constructed roads built in connection with the Cherry Valley Project, to O'Shaughnessy Dam for an overnight stay.

On Friday and Saturday individual groups of the Grand Jury alternated in visiting and inspecting the Hetch Hetchy area, the City's Mather Recreation Camp, and the Cherry River Project.

At O'Shaughnessy Dam the City has constructed a concrete arch dam 312 feet in height and about 1300 feet in length. This dam (built in the period 1919 to 1923 and enlarged during the period 1935 to 1938), creates a reservoir some 7-1/2 miles long, about 3/4 of a mile wide, and impounding 360,000 acre feet of water. Here again the property and plant appear to be adequate and well kept for the service required.

The Mather Recreation camp was closed for the season, but the group was conducted over the properties by Mr. Cliff Nelson, Acting Superintendent of the Mather Recreation Camp.

With regard to the Cherry River Project the Committee noted with favor the preliminary work already completed in connection with this project, consisting of many miles of well graded, oiled roads, power lines from the City's Early Intake plant to the Cherry Damsite for construction power, and the permanent camp facilities. Contractual work under way consisted of two contracts which total about \$800,000 each. One is for driving and lining a 16-foot diameter tunnel, the purpose of which is to divert the flows of the Cherry River around the damsite during construction of the dam, and later to be used for the control of waters, either for flood control release, the release of irrigation water to the Modesto and Turlock Irrigation Districts, or at a later date for the operation of the Cherry Valley Power House, when constructed. The second contract consists of removing all soil and loose rock





from the dam foundation and the injection of grout under pressure by means of vertical holes drilled in the foundation at depths varying from 20 to 120 feet in order to preclude any possible seepage of water under the dam and through the foundation.

The Committee was informed that a contract for the construction of the dam itself had just been awarded in the amount of \$7,200,000, with the expectation that placing of material in the dam will start during April of 1954 and will be completed in the Fall of 1955.

Your Committee was impressed with the foresight of those men who in 1901 filed on behalf of the City for the water rights necessary to initiate the Hetch Hetchy Project, and by its continued programmed development to date. Historically many obstacles were overcome, not the least of which was the acquisition of rights of ways and easements from the Federal Government for the development of the project within the Yosemite National Park and Stanislaus National Forest. All water rights were acquired from the State of California.

The Committee was also informed of the complete cooperation that exists between the City and the Modesto and Turlock Irrigation Districts, which bodies derive their water from the same sources. Of interest also was the participation of the Federal Government in the financing of the Cherry Valley Dam by reason of flood control service to be performed by both the Irrigation Districts and the City's existing reservoirs, as well as the Cherry Reservoir now under construction, and future reservoirs yet to be built. Funds to be derived for the construction of the Cherry Dam from the Federal Government are presently estimated at \$9,000,000.

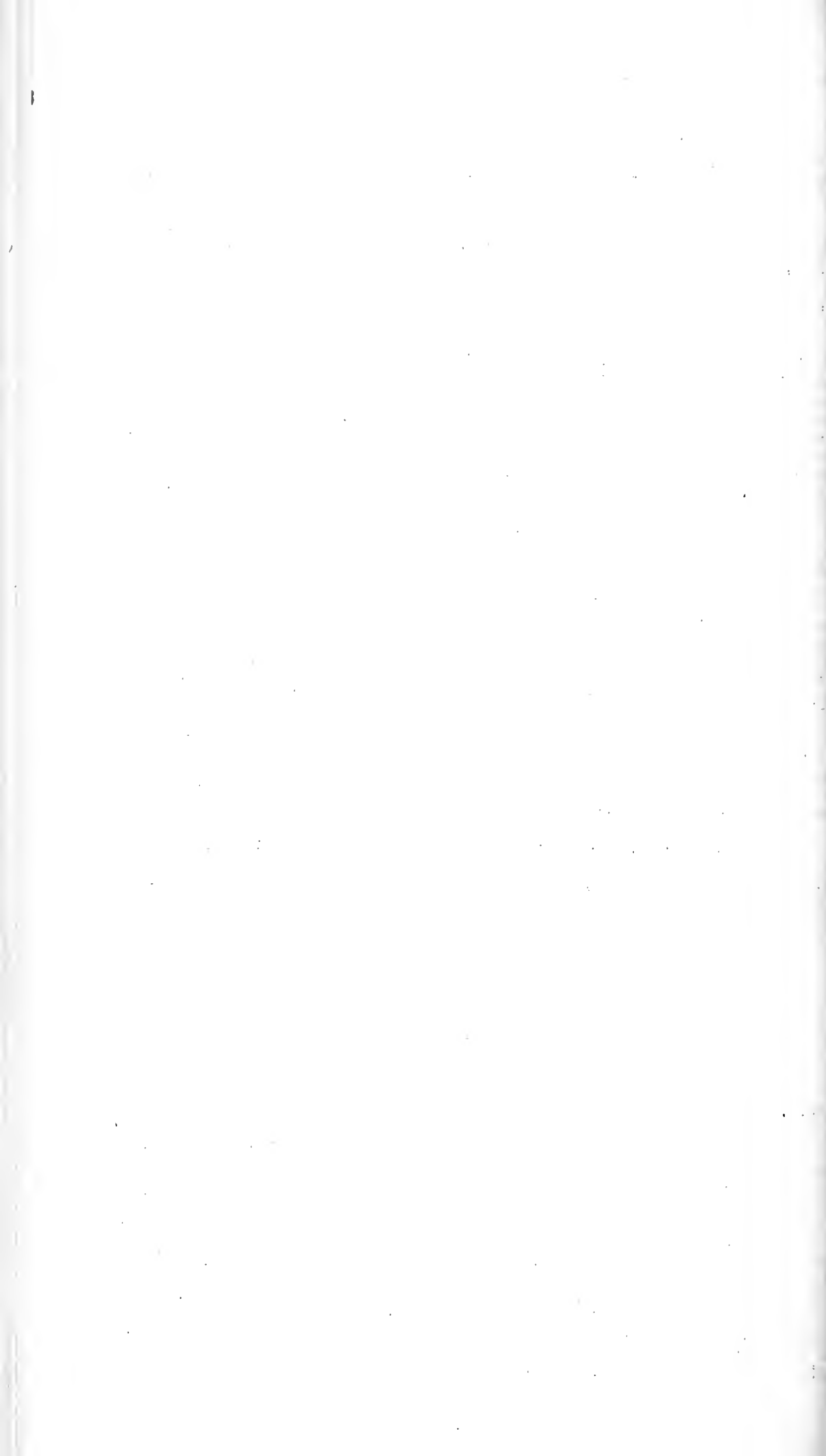
The project is noteworthy by reason of the fact that here we have a large metropolitan area, two large and prosperous irrigation districts, and the Federal Government, working in harmony to one purpose on the River; namely, that all the water present there is being put to the highest beneficial use.

It is indeed unfortunate that the citizenry of San Francisco cannot avail themselves of the opportunity to inspect these facilities as did the jury for it was our undivided opinion that without any doubt this city and county possesses one of the best water supply and distribution systems in existence.

- - - - -

#### SAN FRANCISCO INTERNATIONAL AIRPORT

The record indicates that property taxes in the amount of \$9,021.08 were assessed against the City and County of San Francisco this year for its International Airport located in San Mateo County. The 8,500 persons gainfully employed at the San Francisco International Airport constitutes the largest industrial payroll in San Mateo County. This payroll amounting to approximately \$40,000,000 per annum, plus the purchasing power of the airlines, and expenditure by their passengers, contributes approximately \$100,000,000 annually to the economic stability of this area. San Mateo County is particularly well benefited through this airport and it appears only logical that some action should be instituted that may result in a more equitable solution to the airport taxation problem. It is our recommendation that appropriate action be instituted to effect the removal of the San Francisco International Airport from the San Mateo County tax rolls; that is, in so far as such taxes apply to the City and County of San Francisco.



Public Utilities Report - continued

It is further a recognized fact that San Mateo County receives in excess of one-third of a million dollars in taxes from the tenants located on the San Francisco International Airport. The City and County of San Francisco is required to maintain its own police for vehicular traffic control, and its own fire department, despite the fact that the airport is located in San Mateo County. The Sheriff's Office, Planning Commission, and other San Mateo County officials have been most cooperative.

The magnitude of operation of the San Francisco International Airport has increased phenomenally. This is reflected by the fact that 12 domestic and international air carriers last year accommodated through this airport some 2,387,337 air line passengers, and 74 million pounds of air mail, air express and air freight. The tremendous growth of this airport can possibly be best shown by the fact that the revenue of the airport exceeded expectations by \$175,947 during the past fiscal year. The expansion of this facility or its operation have had no parallel in the history of the City. Its continued expansion is obvious from the tremendous capital expenditure that is now being made to construct a new \$10,000,000 terminal building area. The electorate in approving the 1945 and 1949 Airport Bond Issues in the amounts of \$20,000,000 and \$10,000,000 respectively, have provided a mandate that this airport should be the gateway to international trade and commerce.

The facility must be adequately maintained. We are concerned about the delays in filling the important position of Maintenance Chief relating to the maintenance of this \$50,000,000 airport. However, we have been given assurance by the Management of the Airport Department that they anticipate that this matter will soon be resolved in a practical manner that will not only take into consideration the present needs, but the requirements for the new \$10,000,000 terminal area as well.

Our appraisal of the airport and its phenomenal growth reflected by increased revenue, leads us to believe that the staff--administratively and operationally--should be augmented to cope with the problems at hand.

We recommend that the Airport Department be provided in the forthcoming budget the necessary appropriations and personnel to enable the Public Utilities Commission to administer, maintain, and operate these present and new facilities in a manner that will continue to reflect credit to San Francisco.

It is our further recommendation that the Public Utilities Commission should continue to support the Federal Airport Aid Program, and the development of additional scheduled air carrier services by representation before either the Civil Aeronautics Board or other appropriate Federal Agencies. The acquisition of industrial activities related to the establishment of air line maintenance and operation bases on the airport should be continued, as it is considered of importance to the economics of this area.

The Airport Department should continue its efforts to develop a sufficient revenue to fully perpetuate the facility; thus alleviating any potential burden on the taxpayers by distributing the costs among the users of the airport in a fair and non-discriminatory manner.

The efforts of the Public Utilities Commission to acquire additional property should be continued; (1) to protect the approaches to the airport, and (2) to have available lands for future expansion of facilities as required.

The present Domestic Terminal facilities, built in 1936 and subsequently improved, and the International Terminal building,



Public Utilities Report - continued

acquired from the Federal Government without cost to the City, are inadequate to meet today's passenger traffic requirements.

The new Terminal building contract was let July 16, 1951 and was to be completed in 700 work days which would be June 6, 1953. Our investigation of the delay was explained as follows:

1. Controls on steel delayed commencing by 107 days.
2. Carpenters and Pile Drivers Strike caused 86 days' loss.
3. Steel Strike, 13 days' loss.
4. Asbestos Workers Strike, loss 51 days.
5. Laborers Strike, 49 days. (This strike has been determined a lock out.)

The Public Utilities Commission has persistently applied pressure to the Clinton Construction Company, General Contractors and on account of these strikes, etc., have extended the completion date to January 6, 1954. Your Committee believes that the building will be completed about April, 1954, and will be open for business about July, 1954 (no further strikes occurring), and in lieu of the 306 total work days' loss as outlined above that the delay in completion has been somewhat fair and equitable.

Looking forward to the opening of this new terminal area, which will combine facilities for both the Domestic and International air traffic, we believe a comprehensive campaign should be underway to let the world know what we are doing. Appropriate pamphlets and brochures depicting and telling the story of San Francisco's International Airport should be prepared and broadly disseminated. This should be a continuing function, focusing attention on San Francisco as the focal point of world trade and commerce.

JACK W. LEISHMAN, Chairman

LESTER L. GOODMAN

ARMANDO J. ZIRPOLI



FINAL REPORT  
OF  
THE PUBLIC WORKS COMMITTEE  
TO  
GRAND JURY OF 1953

In addition to the items mentioned in the quarterly reports previously submitted, the following data and recommendations are incorporated in this, our final report.

It is with sadness that we report the loss of our former City Architect, Mr. Dodge Riedy, who passed away August 28, 1953. Mr. Jack Devitt, his former and very capable assistant, has been appointed to assume charge of this office until the Civil Service Commission submit their examination.

Mr. Sherman Duckel and his staff have been most cooperative in supplying the necessary information and helping our committee whenever we asked for their assistance.

Claims and civil suits filed for personal injuries of various nature, such as property damage, vehicle damage, loss of falling buildings, etc., amounted to 103 cases, asking for \$1,163,467. These cases were settled for \$79,903 which is about 7%, a very efficient evaluation.

Plans and surveys are complete for the widening of the Market Street-Portola Drive thoroughfare, from 18th Street to Corbett Avenue. This will necessitate an additional appropriation of \$620,000 to the budget, to which we highly recommend. The balance of the improvement of Portola Drive is still delayed for further study. Traffic over this artery has increased from 7,500 to over 17,000 vehicles in a twelve hour period, about a 220% increase in ten years.

The mission Freeway, from Alemany Blvd. to the Central Freeway, which we mentioned in our earlier report, should be started as soon as possible. It is a multi-million dollar project which will take eight to ten years to complete. This will provide another much needed arterial connection to downtown San Francisco from the south.

The new asphalt plant which is so badly needed to replace the existing thirty-seven year old obsolete plant, is to be started next spring, if additional funds are made available.

The volume of the work being controlled by the Department is still heavy and consists of the planning and construction of all types of public improvements. During the past year approximately \$7,874,000 was spent on 118 contracts controlled by the Bureau of Engineering. This work included sewers, sewer tunnels, viaducts, traffic signals, track removal, channelization and street construction. The Bureau of Architecture was responsible for about \$14,100,000 worth of new school contracts as well as \$869,000 of miscellaneous projects for the Fire, Health, Police, Library, Recreation-Park and other City Departments.

The Bureau of Building Inspection checked, approved the plans, and inspected the construction of \$45,920,000 worth of private building construction.

The Department has recently been given the responsibility for the maintenance of all Public Buildings excepting those under the jurisdiction of certain commissions and departments.

The Maintenance and Operation Bureaus of Building Repair, Sewer Repair, Street Cleaning and Street Repair handled the day-to-day maintenance of public buildings, sewers and streets. These Bureaus have their main office at 2323 Army Street and a small force at the City Hall.





A bond issue is needed in the amount of \$12,000,000 to finance the first one-half of projects required for the completion of the sewage disposal and sewer improvement program. The Department has completed the three necessary sewage disposal plants and all are in operation. However, the southeastern part of the City and along the shoreline of the Bay from Jackson Street to 16th Street, numerous small sewers discharge into the Bay and must be intercepted and their flow diverted to the disposal plants if the City is to follow the mandates of the State of California. In addition, a number of indispensable storm sewers are urgently in need of enlargement to prevent recurring damage to private property caused by flooding during heavy rain storms.

The following are suggested, for recommendation:

1. Sufficient funds should be provided in the 1954-1955 budget as a start in the program for the proper maintenance and repair of the 269 public buildings recently placed under the jurisdiction of the Department.
2. An increase in the number of skilled trades personnel should be allowed in the general budget of the Bureau of Building Repair to efficiently provide for the increased work load in the maintenance and repair of public buildings. Such provision would decrease the cost to the various City Departments of small repair jobs, each of which now must be done by interdepartmental work order. Each work order necessitates a detailed estimate of cost, the preparation of which, in many cases, costs as much as the job of repair.
3. Approval should be given for the purchase of additional equipment for street repair operations. The funds for this purpose come from State Gas Tax appropriations and would not effect the general tax rate. With this equipment, more general street repairs could be done for the same dollar expenditure now budgeted.
4. A careful study should be made towards improving the present budget approval procedure of all City Departments. This Department, as well as others, we are told, spends countless hours in the preparation of detailed explanations justifying the budget requests for materials, supplies and equipment for its various bureaus, as well as maintenance and repair items for all public buildings. In the final rush of budget approval, there is insufficient time on the part of the approval bodies for proper study of the requested items resulting in the cutting of items which, of necessity, must be provided later by costly, time-wasting supplemental appropriation requests. Possibly the establishing of a City Budget Bureau, possibly in the Controller's Office, whose staff would become familiar with the activities of all City Departments would be the solution of this acute problem.
5. A bond issue of \$12,000,000 for sewage disposal and sewer construction.

Recommended and included in the previous reports were, briefly:

1. The improvement of the Market Street-Portola Drive thoroughfare.
2. The initial phase of the construction of the Mission Freeway.
3. Approval of funds for the construction of the new asphalt plant.

Respectfully submitted,

WALTER W. MOHRDICK, Chairman,

EDMUND J. MULLANEY,

FRANK S. FITZGERALD (Absent).



COMMITTEE REPORT ON THE SHERIFF'S OFFICE

December 17, 1953

The Committee met with the sheriff and his assistants in his office and in the jails many times during the year, at which time the problems of the sheriff's office were explained and analyzed.

Changes and improvements in the office and jails are definitely noticeable. The jails are clean, the buildings are in fair condition, well kept and orderly. Locks have been repaired, and mattresses have been installed in all of the dormitories.

Rehabilitation has been the foreword of Sheriff Gallagher. The granting of five days for good behavior for inmates together with the five days for work time passed by Ordinance of the Board of Supervisors has been an incentive as a partial rehabilitation program. It was noted that a committee of reputable citizens was formulated by resolution of the Board of Supervisors and it is the thought that their function will greatly facilitate the Rehabilitation Program.

Production of vegetables reached an all time high in quantity, and the quality of the produce is good. Cattle have been purchased in line with our earlier recommendations and chickens will be purchased shortly.

We find that the Sheriff's Department has several station wagons that should be replaced; also others that need repair. We recommend that funds be appropriated to replace and repair the station wagons. Also, the van used for transporting inmates from San Bruno should be replaced. It is too light for the load it carries. Equipment transporting inmates and personnel should be in good condition. Accidents and law suits against the City of San Francisco could prove very costly. We, therefore, recommend that this van be replaced.

The jails' commissary stores are maintained by inmates, 8 per cent of the gross profit is returned to the general fund. Sheriff Gallagher returns to the general fund of the City and County Treasury all funds and various fees that he is entitled by law to keep.

We wish to especially commend Sheriff Gallagher for the fine job he has done in the short period he has been in office.

Respectfully submitted,

TIMOTHY S. MILONAS, Chairman

MARCEL HOCHEDÉ



12/8/53

During the past year this Committee has had the opportunity of closely observing the work of the Board of Supervisors and its component committees, with the end in view of acquiring a qualified basis for constructive criticism of the Board, and the formulation of a fresh concept, not only for supervisorial duties, but also of the extreme importance of this body as a potent and influential factor in the development of a greater San Francisco community of the future.

The Board of Supervisors, as presently constituted, is, in our opinion, fairly representative of this type of local governmental function, from the point of view of its composition, which represents a cross-section of business, labor and professional segments of the community.

The present number of Supervisors is 11. These Supervisors function solely as part-time employees because of their personal business activities and further, the fact that the salary is only sufficient to compensate for a part-time activity. It is recommended that consideration be given to a reduction in the number of Supervisors to not more than seven members instead of the present 11 and that this Board of only seven members be on a full-time basis, in this manner allowing them to be available at all times and without necessitating their having other interests than those of the Municipality.

In making such a recommendation it is realized that the compensation for the reduced number of members of the Board on a full-time basis should be adequate to the position of responsibility connected with it. By placing the Board in such a position it would attract the services as Supervisors of outstanding men in the community who cannot afford to serve under the present salary conditions of part-time employment.

It is also recommended that the Board should initiate action towards the eventual overhaul of the present Charter, which because of changes from time to time and some conditions not previously anticipated have made the present Charter subject to an entire revision.

It is recommended that the Board of Supervisors immediately and aggressively take action towards necessary legislation divorcing the control of the San Francisco Harbor and Port Facilities from the jurisdiction of the State and placing it in the hands of a local Harbor Commission thus eliminating from our Port State politics and influence and leading the way to the restoration of San Francisco's importance and leadership in the Coastal and trans-pacific shipping.

It is recommended that the Board of Supervisors give consideration to providing, under present construction of the Board of Supervisors on a part-time basis, a regulation prohibiting any member of the Board of Supervisors who is practicing law from appearing as counsel in any action against the City, or appearing before any local Board or Commission as a representative of a client.

It is also recommended by this Grand Jury that a Charter Amendment be drawn up and submitted to the voters providing that a member of the Mayor's and Administrative Officers Staff and each member of the Board of Supervisors must make an inspection of each department of the City during the year prior to recommending cuts in that Department's requested budget appropriation.

Respectfully submitted,

TIMOTHY S. MILONAS, Chairman

MARCEL R. HOCHEDÉ.



CIVIL SERVICE, CITY PLANNING, WELFARE BOARD, LEGION OF HONOR, ART,  
AND OTHER COMMISSIONS.

CIVIL SERVICE COMMISSION:

The Civil Service Commission carries on its affairs through a Secretary, who is appointed by the Commission and acts as executive officer of the staff. The Secretary directs the work of about fifty employees, about half clerical and half technical. The Staff is divided into three main divisions:

1. Examination Division
2. Classification and Wage Division
3. Administrative Division

In the last fiscal year the Commission completed a total of 882 written examinations. About 14,000 persons applied for these examinations and of these 5,380 passed and qualified for appointment as vacancies occur.

During the past several years the available potential recruits were absorbed by the armed forces and war industries, which made it difficult to obtain the quantity and quality desired in city employees. Furthermore, the procedure established by charter for conducting regular civil service examinations require approximately ninety days from the date the examination is announced to the time the list of eligibles is established from which appointments can be made. During this long wait, many locate other jobs. So the whole procedure has to be done over again. This creates both a loss of time and money for the City.

To offset these difficulties the Commission recommended the establishment of limited tenure appointments which was accomplished by charter amendment. Limited tenure employees do not acquire Civil Service Status nor do they have the right of appeal to the Commission in case of dismissal. The limited tenure employee will eventually be replaced by regular Civil Service appointment when qualified personnel is available.

The Commission is faced with a very serious problem that is peculiar to San Francisco, by reason of a charter provision approved by the voters several years ago, which permits participants in an examination, and in fact any person, to not only inspect but copy all examination questions and material given in an examination. This has resulted in employees and operators of Coaching Schools copying examinations in their entirety and using them for purposes other than intended by the sponsors of the amendment. Thus the Commission must write an entirely new examination in each case, and therefore is prevented from building a library of examination items tested and proved through use.

A review of the charter provisions shows that the wages of 16,500 municipal employees and non-certificated employees of the board of education are fixed by eight different formulae or methods specified in the Charter. The appropriate authorities of the municipal government could well give serious consideration to the serious problem of wage administration that exists by reason of the different methods of wage administration provided by the Charter.

The Civil Service Commission has recently completed a survey of Non-Police Functions in the Police Department, resulting in a difference of opinion between the Commission and the Police Department relative to the replacement by civilian clerks of uniformed police in desk and clerical jobs.

The commissions survey indicates there are approximately Seventy-Five jobs that can be handled equally well by civilian clerks at a much lower salary rate, and such Policeman can then be returned to badly needed traffic and other police functions. The Police Department is in agreement on Fifteen of these jobs and in disagreement on Sixty. Also, if a Policeman is doing work that can be done by a civilian clerk and the Policeman is getting





a considerable higher salary rate, it certainly is not conducive to good moral or an incentive to better and more efficient work.

Probably the most outstanding difficulty in Civil Service Administration is that far too much emphasis has been placed on protecting the employees rights and not enough on ways and means to add incentive to the employees efforts to improve. Some appointive officers declare that the machinery for discipline or dismissal for cause is too complicated and difficult, therefore many employees do not put forth their best efforts, resulting in "loading" and "featherbedding" of jobs. We recommend that every effort be made to correct this situation which would greatly increase efficiency and lower overall costs.

Respectfully submitted,

LESLIE J. CLEASBY, Chairman,

DeWITT McGINNESS,

LOUIS SHAWL.



SAN FRANCISCO DEPARTMENT OF CITY PLANNING

The department of City Planning, under the leadership of the City Planning Commission and Director Mr. Paul Oppermann has been making steady and satisfactory progress with the various plans that are so necessary to the orderly progress of San Francisco. They are now engaged in the preparation of a Master Plan framework to guide both private and public development of the city. The Department has been cooperating with other city departments, and has been receiving the cooperation of the other departments in the preparation of general plans of a city wide character upon which the construction plans of these departments can be based. The Master Plan is used as a guide to capital improvements for which these departments are responsible.

Sites for new firehouses which are so badly needed are now under review with the Fire Department. The funds are to come from a \$4,750,000 bond issue, approved by the voters in November 1952.

Also, "plan for the Location of Public Libraries" was recently completed by the department. However, the bond issue for the new libraries based upon the plan was defeated in the last election. The library Department will request funds in their next annual budget for the construction of certain of the libraries recommended in the plan.

Also, a "recreation and Park Plan" is nearing completion. It is hoped that future bond issues and budget requests will provide funds to develop the park facilities as outlined in the plan.

Since 1926 certain parcels of land lying within the McLaren Park area have been privately owned because for some reason the City failed to acquire this property within the Park boundaries. These owners are certainly in an unenviable position as they were prevented from building on their land because it was officially designated as a public park, yet they were compelled to continue to hold their land and to pay taxes on it. This has now been corrected and the Board of Supervisors have appropriated funds to acquire the remaining privately owned property.

Additional streets have been put into operation as one way streets in accordance with the adopted One-Way Street Plan. The Department is now considering the possibility of designating additional One-Way Streets within the downtown area. New traffic signals are being installed as recommended in the "Transportation Plan for San Francisco".

The State Division of Highways plan for the Embarcadero Freeway were reviewed in detail and suggestions made by the Planners which will result in taking less private property than in the original plan. Other State financed freeways are being designed in conformity with the officially adopted Trafficways Plan prepared by the Department of City Planning.

A capital improvement program report is prepared each year by the Department listing all capital improvements proposed by the various City Departments for the ensuing six years. All proposed capital improvement plans are checked as to conformity with the Master Plan. It appears to be desirable that this annual capital improvement report should be used to provide the City with an annual capital budget. This has not yet been followed here. A capital budget would relate such expenditures to the capacity of the City Government to finance such improvements.

For several years, a number of projects and plans have been developed and proposed for the Civic Center. Many of these proposals have been in conflict with one another. The present plan appears to be outdated and an entirely new plan should be prepared. The finest of designers should be called upon to assist the City in the preparation of these plans which are so vital to the future of the City.



Another thing so badly needed for a number of years, is a new location for the Wholesale Produce District. The present one has been outmoded for years, also the land could be put to better use for expansion of the financial and central district. Five sites have been suggested by the Department and are now being studied by the Produce Market interests.

The Board of Supervisors acting in support of the recommendation of the Department, has passed an ordinance prohibiting the use of downtown streets and sidewalks as terminals for assembling and loading passengers and luggage into buses, this will be effective in July 1955. This will provide time for the Airline Companies to study the plans for a central airline terminal as outlined by the Department of City Planning.

A report on possible redevelopment projects for the South of Market area has been submitted to the Redevelopment Agency. It is hoped that an analysis of this problem will give stimulus to the whole program of code enforcement, rehabilitation and conservation of housing for the entire City.

A comprehensive plan for off-street parking facilities will be under way in the near future. This plan will be prepared in cooperation with the Parking Authority and will serve as a guide to the development of additional parking facilities.

The Department is engaged in near final review of the proposed new zoning ordinance with interested Civic Organizations and Property Owners. It is possible that this important legislation may soon be adopted by the Board of Supervisors.

Aside from the various plans and surveys made by the department, there is the day to day work of examining proposals for physical improvements, both private and public. All applications for building permits are reviewed so that the continuous process of the Master Plan can be carried out.

The operations of the Department of City Planning is now viewed in a different light than it was some years ago, by both City Departments and the public in general. It is now realized how necessary it is for the future of this City to plan for the future and then follow the plan. While the Director now has a skilled staff at the present time, he has lost many men in the past to other cities that have a higher salary schedule for specialized City Planners. It is felt that perhaps the Civil Service Commission could help locate and recruit trained City Planners and hold their services by a re-adjustment of salary schedules effecting these specialized jobs.

Respectfully submitted,

LESLIE J. CLEASBY, Chairman,

LOUIS SHAWL,

DEWITT C. MCGINNESS.



GRAND JURY REPORT

COMMITTEE NO. 16

Leslie J. Cleasby, Chairman

Final Report on Art Commission

by Committee Member Louis Shawl

The City Charter provides for the creation of the Art Commission in Section 45, the first paragraph of which reads as follows:

An Art Commission for the city and county is hereby created, consisting of ten members appointed by the may and six ex-officio members. The ex-officio members shall be the Mayor and the chairmen of the following boards and commissions: Public Library, Park, city planning, de Young Memorial Museum and California Palace of the Legion of Honor. The mayor shall appoint three lay members, and an artist-painter, an artist-sculptor, a musician, a litterateur, two architects and one landscape architect. In appointing the seven professional members, the Mayor shall solicit nominations from architectural, art, musical, literary and other cultural organizations of the city.

Section 46 of the Charter defines the powers and duties of the Art Commission. Briefly they are as follows:

1. Works of art to become the property of the city and county must be approved by the commission, and the location of same must also be approved. Only exceptions noted are Museums and Galleries whose actions are not subject to Art Commission review.
2. "Works of art" are defined to include paintings, murals, stained glass, statues, bas reliefs, or other sculpture, monuments, fountains, or other structures.
3. Existing works of art belonging to city may not be moved or altered except with commission approval.
4. The Commission has similar powers regarding design of buildings, bridges, viaducts, elevated ways, approaches, gates, fences, lamps, or other structures to be erected on land belonging to the city. And has similar powers over such structures which are private property whenever they may extend over or upon any street, park, or public place belonging to the city.
5. The Commission may offer advice or suggestions to owners of private property in relation to beautification of same; and anyone so desiring may submit plans, designs and sketches to the Commission for advice and suggestions, for which no charge shall be made.
6. The Commission shall supervise and control the expenditure of all appropriations made by the Board of Supervisors for Music and the advancement of art or music.
7. The Commission shall have supervision of policy connected with the arts as may hereafter be assigned to it by ordinance or executive action.





## Final Report on Art Commission

One quickly realizes while reading the above that the Art Commission has a very important function in the life of our city.

The Commission holds one meeting each month, and in addition there are meetings of the several committees as required. The representatives of the various arts among the membership of the Commission give many hours of their time to their Committee duties. This professional service which is given to the City with no compensation at all would cost many thousands of dollars if contracted for in the manner some other city departments operate.

Particular commendation is due the architects and artists on the Commission who give so freely of the only commodity they have to sell in the process of earning a livelihood--namely, their time and professional knowledge.

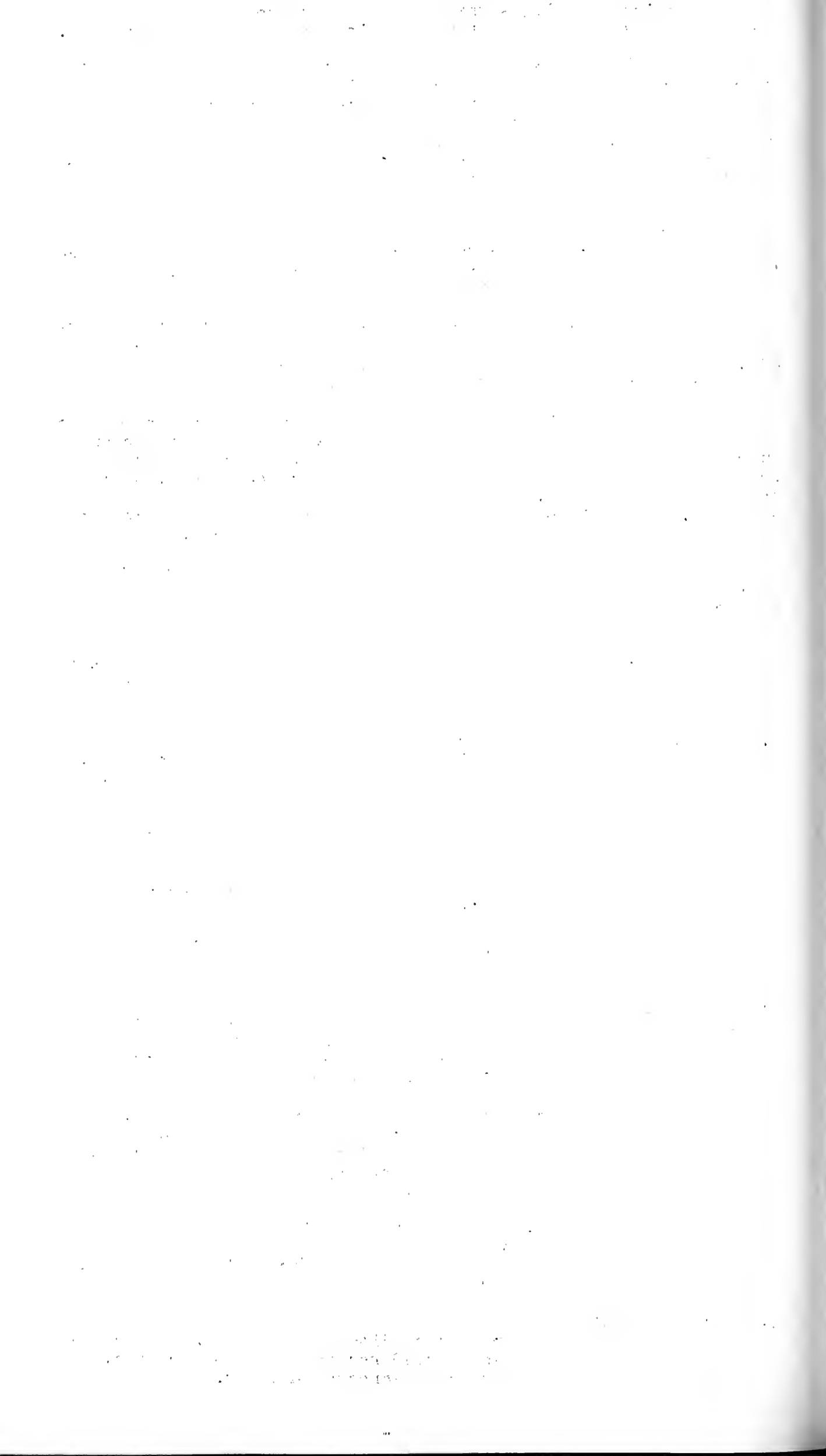
In this connection it may be pointed out certain city boards and Commissions receive \$15.00 per meeting, and others receive \$10.00 per month to defray various out-of-pocket expenses incurred in carrying out official duties.

The Art Commission heads the list of another group of boards and commissions who do not receive a cent. This represents an outright donation to the City not only of time and professional services--but out-of-pocket expenses such as stationery, telephone, transportation, parking, luncheons, dinners, and other expenses. In addition a Commissioner is barred from any sale of his professional services to the city during his term.

While it is obvious that we must search for methods of cutting governmental costs rather than increasing them, it is respectfully suggested that the proper authorities give this question their consideration.

There are many citizens who haven't the slightest idea as to just what the Art Commission does. Here are a few examples of their functions:

1. Music:
  - (a) Sponsor, supervise and produce the Art Commission Symphony Concerts each year, which includes selection of soloists, conductors, and repertoire.
  - (b) Supervise and direct activities of Municipal Orchestra.
  - (c) Supervise and direct activities of Municipal Chorus.
  - (d) Supervise and direct activities of Municipal Band.
2. Sculpture and Visual Arts:
  - (a) Sponsor, supervise and produce the Annual Art Festival, which has been held in the Palace of Fine Arts or Union Square for some years.
  - (b) Approve or disapprove of paintings, sculpture or other embellishments for city-owned buildings, such as schools, libraries, or any other city-owned structure.
  - (c) This year the Commission conducted a survey of all the works of art owned by the city, many stored in warehouses, etc.
3. Architectural Design:
  - (a) Approve or disapprove of plans for city-owned buildings and other structures, including landscaping, etc.



## Final Report on Art Commission

- (b) Approve or disapprove of buildings, signs, marquees, or any other structure, including landscaping in conjunction with same, that come under their jurisdiction.

There are various other activities of the Commission but these are the basic ones. It has been gratifying to observe the serious, efficient, and purposeful way the Commissioners perform their official duties. They do not give approval of designs lightly or on a "back-slapping basis." They can and do disapprove of certain designs, and force changes or completely new designs where necessary.

There is one basic difficulty with the "sphere of action" of the Art Commission as it is set up. The Commission is not allowed to initiate any action on its own volition, merely approving or disapproving as the various projects are submitted to them.

If there might be one criticism of the Art Commission, the grand juror writing this report would make this point: that in his opinion the Commission might accomplish more and earn a higher place in public esteem if they took a more aggressive approach, got the Charter amended giving them the power to initiate action, and conducted a more active publicity and public relations program.

The executive powers of the Commission are delegated to the Executive Secretary, Mr. Joseph H. Dyer, Jr., San Francisco is exceedingly fortunate in having such an excellent man filling this key position. It falls on him to carry out all the activities of the Commission, which he does with a very small office force and a smaller budget. He would be a very difficult man to replace.

Respectfully submitted,

LESLIE J. CLEASBY, Chairman,

DEWITT C. MCGINNESS,

LOUIS SHAWL.

December 14, 1953



TRAFFIC COMMITTEE REPORT - SAN FRANCISCO GRAND JURY.

December 7, 1953.

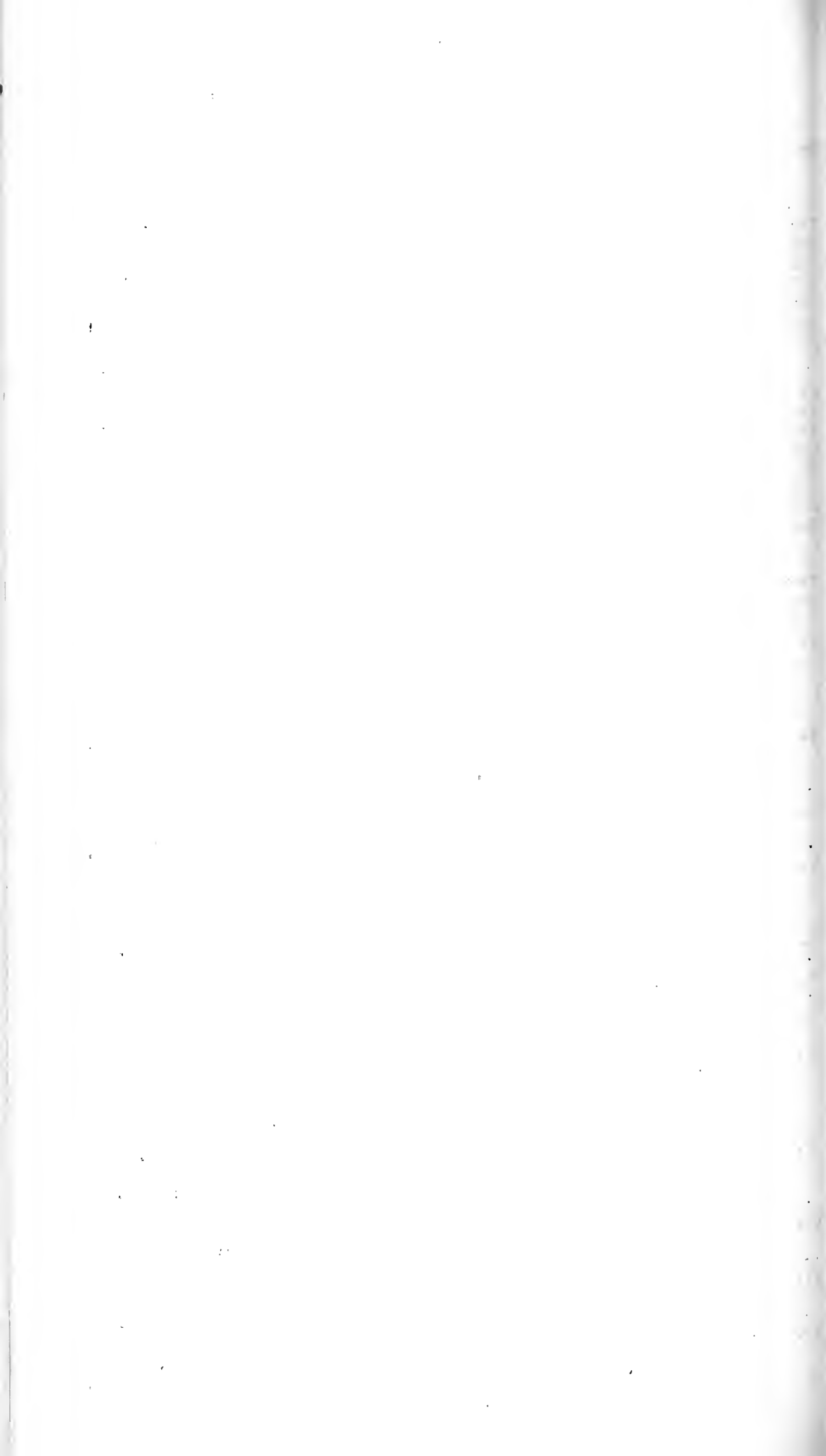
To The Foreman and Members of  
the San Francisco Grand Jury:

It is a pleasure to report that during the year of 1953 the Traffic Bureau of the San Francisco Police Department has made big strides in improving traffic conditions in this city. While many times residents believe that a great deal of improvement is necessary, if they would make comparisons with traffic conditions in cities of comparable size they will find the movement of traffic in San Francisco compares favorably with those cities.

It must also be realized that in the business section of San Francisco - which by necessity of size fans out from a relatively small area of the city to its suburban areas - that traffic runs relatively smoothly at busy periods of the day and with the exception of very few blocks, on which there might be delays due to heavy traffic conditions, after the cars are able to get out of this very restricted area, traffic runs with exceptional ease to the residential sections and this situation is continually improving.

To indicate the magnitude of the activity which the Traffic Bureau carried on during this year, we list a number of these activities:

1. Painted parking zones installed: (yellow, green and white) 533 new zones. Information obtained by detailing one officer to check all operations of both trucks and private autos. Survey lasts from 3 to 5 days.
2. Restricted parking zones installed: (bus and red zones) 142 new zones. Locations checked in order to avoid conflicts with commercial operations and for the safety of the general public.
3. Arterial Stop Signs installed - 250 new signs. Accident records checked, also area.
4. Parking meter areas extended: 18 additional areas added. Trucking and private autos checked before adding extra meters in districts.
5. New crosswalks installed: 135.
6. Paving painted warning and informative signs: 17 new signs.
7. New stop intersections designated: 79.
8. New three-light signals installed and installation pending: 71  
(Items 5, 6, 7 and 8 based on results of accident records and investigation).
9. Painted zones revoked: (yellow, green, white, red, and bus zones) 285. Zones are constantly checked with the thought in mind of finding more parking space for the general public.
10. Applications for painted zones investigated and denied: 55. Checked in same manner as Item 1 above.
11. Parking meter areas revised to better serve public: 55. Checked in same manner as Item 4 above.
12. Permission granted to display wooden portable "No Parking" signs 49. Checked in same manner as Item 1 above. When installation of zones found not necessary the use of signs conserves parking space. Signs removed after deliveries are made.



13. New one-way streets put into operation: 22.  
Made for the better movement of traffic throughout the city. Other important streets soon to become one-way streets pending some physical changes, 3rd, 4th, 7th, 8th, Howard, Van Ness South, Folsom, Kearny and Stockton Streets.
14. Legislation obtained for designation of certain streets as "Through Highways" with side streets stopped: 3.  
In the interest of safety and freer movements of traffic on major streets.
15. Stripping and channelization of certain streets and areas: 76.  
Some of the major changes in street layouts, Stanyan, Fell, Oak, Alemany Blvd. at Orizaba, Ocean Avenue, Junipero Serra Blvd., Fell and Polk Streets, Market Street and Laguna Honda Blvd.
16. Parking limitations signs installed: 645 new signs.  
New areas created to control congested parking.
17. Parking limitations signs changed: 265.  
Changes created to control congested parking.
18. Angle parking prohibited: (Certain streets where angle parking was once tolerated): 4.  
Conditions of traffic cause changes to be made.
19. Speed limited posted: (Certain streets where other than prima facie speed limit is desired): 4.  
New street work together with some cases of track removal cause changes, examples: Bernal Cut, Lincoln Way and Alemany Blvd.
20. Stop intersections deleted: 11  
Changes made possible by new signal installation.
- 20a. Petitions for arterial stop signs denied: 50 (for first 6 months of this year). Check of accident records and area disclosed installation not justified.
21. "School Crossing" signs painted on pavement: 75 new signs painted. Safety measure, warns approaching autos of children in crosswalks.
22. Permission to hood meters: 21.  
Information obtained in same manner as Item 12 above and permission granted for same reasons.
23. New intersections where left turn is prohibited: 41.  
Main flow of traffic is in this way protected.
24. Streets where angle parking be permitted: 6.  
To allow more parking space for the motoring public where the width of such streets makes this feasible.
25. Intersections where turning movements are restricted: 5.  
Same as Item 23.
26. Intersections where double turning movement is permitted: 10  
Done to speed up turning movement at major left turning points on major streets.

The Traffic Bureau has worked with the Bay Bridge Authority in the handling of traffic on the Bay Bridge during the 75 days of the Key System strike, in the planning of routes and the detailing of manpower. Also they have worked with the State HighwayssDivision in the matter of Freeways, the off-ramp located at Mariposa and Vermont Streets. The routing of traffic east of Bayshore Blvd. for the new Freeway construction was the thinking of the Traffic Bureau.

A monthly meeting is held where some member of the Traffic Bureau attends with members of the Municipal Railway, Chamber of Commerce, Traffic Technical Committee, Parking Authority, Local Improvement Clubs, Board of Supervisors and Committees of the Board of Supervisors.





The above resume is all the new work that the Traffic Division felt would better serve the motoring public and improve traffic conditions throughout the city. In most instances a personal survey was made and all interested parties contacted personally by the Traffic Division before a decision was arrived at. In cases where some doubt existed as to the necessity for some measures, a traffic count was made by members of the Traffic Division and final decisions were based on the results of these counts.

Chief Gaffey has personally given attention to the matters brought up in the Grand Jury Interim Reports of March 2nd and August 24th which were made by the Traffic Committee.

During this year the Department lost its competent Director of Traffic, Captain Jack Eker, whose untimely death was a great loss to San Francisco. Captain Eker has been replaced by Captain Otto Meyer as Director of Traffic and he is carrying on in a capable manner to further improve traffic conditions within the city.

In connection with the previous reports to this Grand Jury, we are pleased to report that action has been taken on many of the matters; however, action is still pending on some of the points brought forth.

In connection with the shortage of traffic patrolmen mentioned in both Interim Reports, the Police Commission recommended to the Board of Supervisors that additional traffic patrolmen be immediately put on the Force. This was also recommended through a resolution of the Grand Jury and the matter is now pending before the Board of Supervisors. It is gratifying to see that the Board of Supervisors have approved this request.

In the Second Interim Report it was recommended that Mason, Taylor and Larkin Streets be continued as one-way streets to be terminated on the northern border by California Street rather than Pine Street as at present. The Traffic Survey Division has inspected this condition and it is the understanding of the Traffic Committee of the Grand Jury that the San Francisco Police Department recommends that this change be made. We trust that it will be accomplished in the very near future.

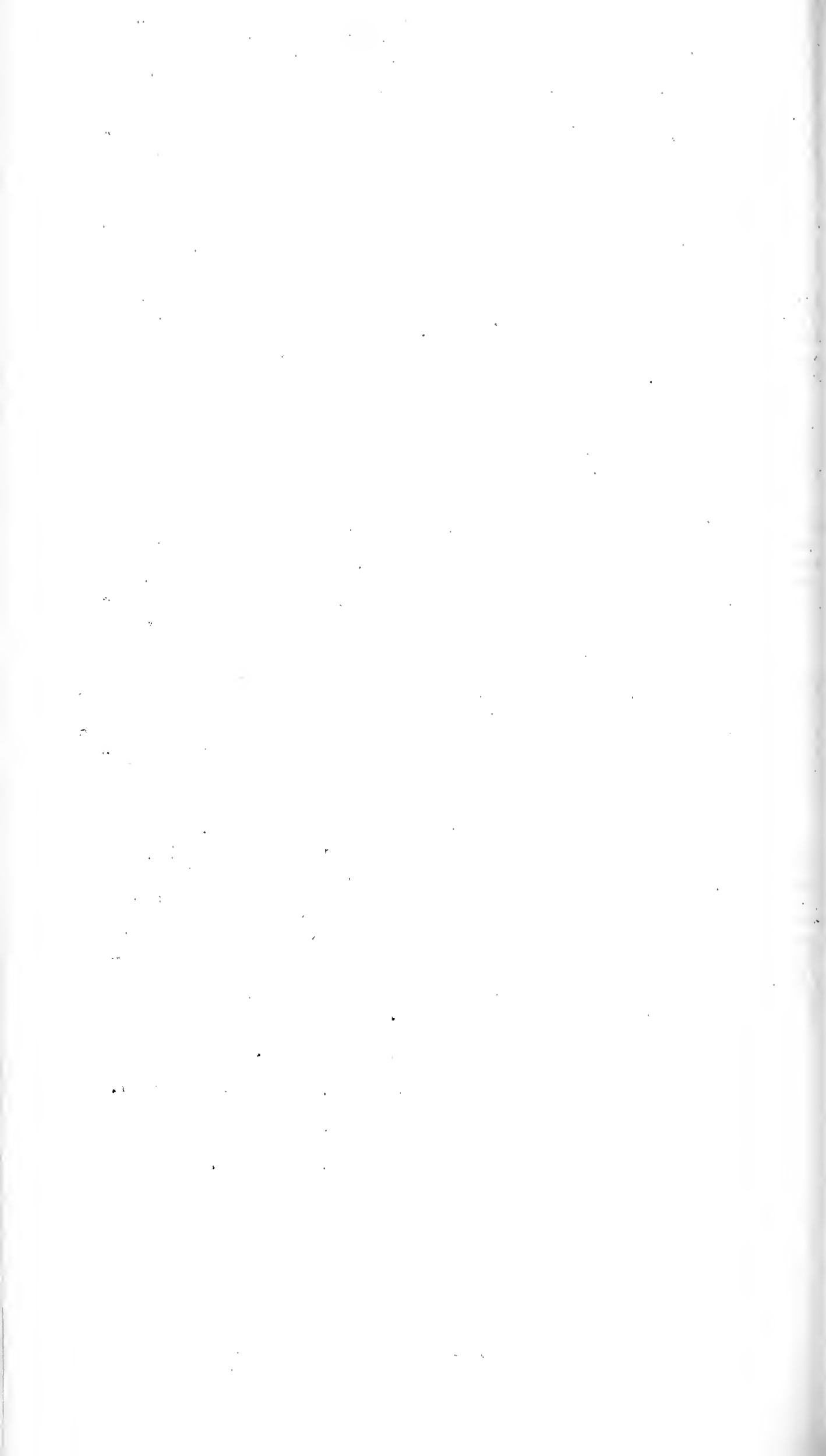
In connection with the combined Traffic Bureau, referred to particularly in the Second Interim Report, the Grand Jury still recommends that consideration be given to achieving this objective, with the proviso that the location of this combined Traffic Bureau be at a place mutually agreeable to all parties concerned. The only recommendation which the Grand Jury makes in connection with the locating of the Traffic Bureau is that it should be at a point where parking facilities can be made available, but bearing in mind that the location must be mutually satisfactory to both the Police Department and other Municipal Departments concerned in the operation.

#### TRAFFIC COMMITTEE.

LESTER L. GOODMAN, Chairman,

LESLIE J. CLEASBY

EDMUND J. MULLANEY.



To: EMIL K. BENDER, Foreman  
1953 Grand Jury

From: PARKS, RECREATION, REAL ESTATE DEPT.

F I N A L R E P O R T

1. Real Estate Department
2. Parks, Recreation, etc.

RECREATION-PARK DEPARTMENT

This report for 1953 is submitted to the Grand Jury after a year during which your Committee has had numerous occasions to closely observe the function of the Recreation and Park Department.

It must be remembered that this Department first came into existence in July, 1950, as the result of the consolidation of the former Recreation and Park Departments. Also important to consider is the fact that there was a change in the position of General Manager, the chief executive officer of the Department, in July, 1951.

In view of these factors, it is the opinion of the Committee that this year constituted an unusually good period of time during which an evaluation of the still new Department's accomplishments could be made.

In order to arrive at an objective evaluation, the Committee has had many conferences with David E. Lewis, General Manager, and it should be reported that at all times he has been most cooperative in providing all information and background material requested.

The Committee has also attended many of the Recreation and Park Commission meetings in order to obtain a complete picture of the operation of the Department.

It is the considered opinion of the Committee that the consolidation of the two former Departments has now reached a "Going concern" basis both from the point of view of an efficient and effective recreation program as well as from the point of view of economical operation. The Committee feels that the present Department has eliminated much of the cost and effort apparent in the previously separate, yet duplicating, functions of the Recreation and Park Departments.

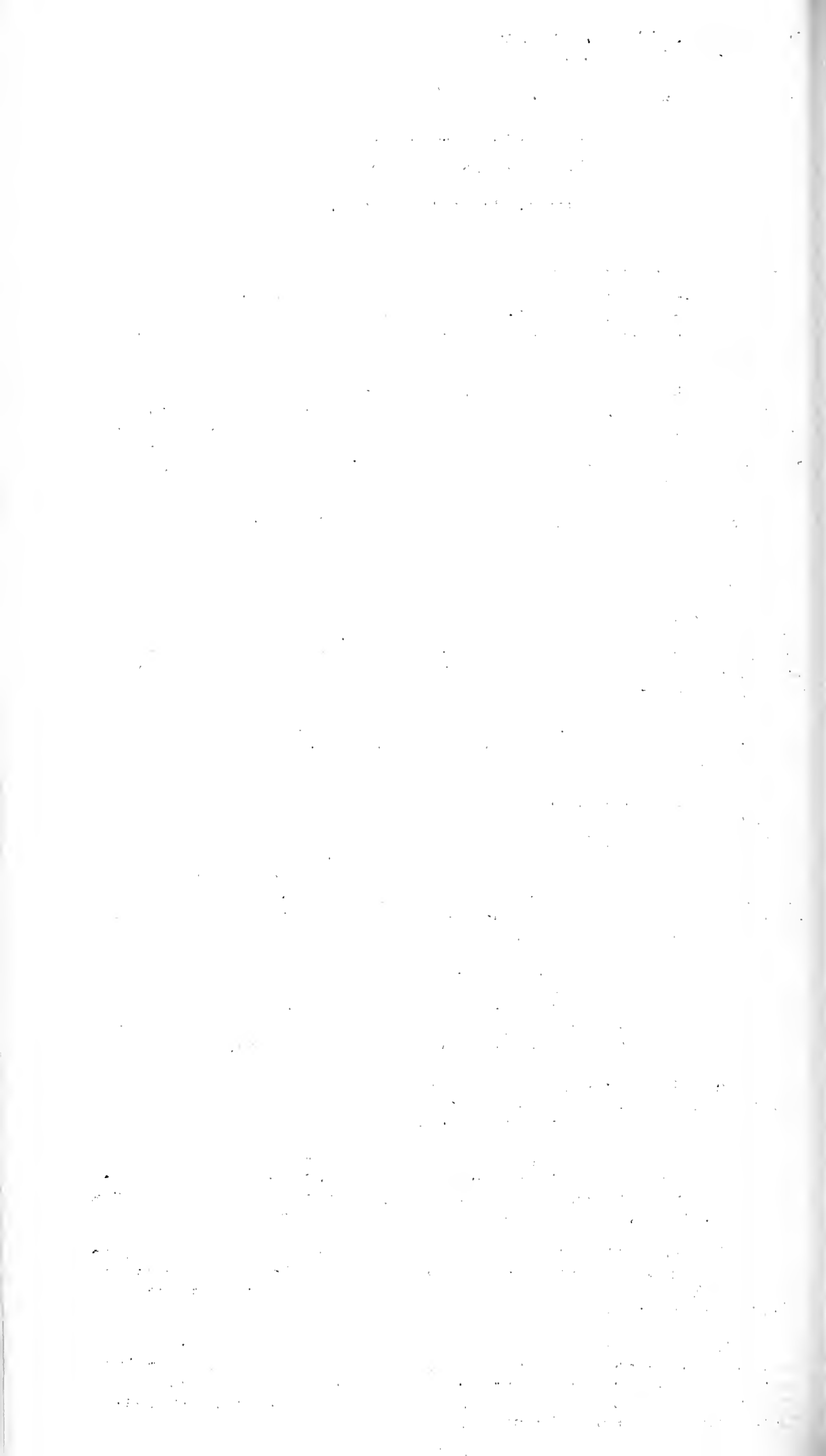
During the year 1953, three developments occurred which were of particular interest to the Committee; (1) Vandalism to the properties of the Department; (2) the threat of Freeways to Golden Gate Park; and (3) the defeat, by a narrow margin, of a \$4,400,000 bond issue for recreational improvements.

Vandalism increased to such an extent, particularly in Golden Gate Park, that Mr. Lewis proposed the following actions which were taken by the Commission:

(1) The Board of Supervisors was requested to amend the Municipal Code making it a misdemeanor to loiter in Golden Gate Park or to park an automobile therein, except in the course of a public function, during the period from dark to dawn.

(2) The Police Commission was requested to assign not less than three mounted police officers and two radio patrol cars to patrol Golden Gate Park at night, and one motorcycle police officer every day.

(3) The General Manager was authorized to arm watchmen assigned to Golden Gate Park at night and to arrange for Police Department instruction in police procedure and in the use of firearms. He was also authorized to require physical examinations for the watchmen's staff.



In September the Commission took a firm stand against the possible mutilation of Golden Gate Park's surface as the result of the disclosure of plans by State Highway Engineers to route freeways within and bordering the Park.

The stand was taken in the following strongly-worded resolution in which the Commission "hereby records its unalterable opposition to any freeway plan that would alter in any manner, shape or form, the surface areas of Golden Gate Park, and does hereby declare that it will resist and reject to the very limits of its constitutional authority any trafficways proposal which would tend or attempt to relegate to a position of secondary importance, the preservation of the character, spirit and physical beauty of Golden Gate Park."

The resultant, overwhelming swell of public opinion in support of the Commission's stand made it quickly apparent that San Francisco would never sit passively by in the face of a threat to its beloved Golden Gate Park. And State Highway Engineers promptly backed down from their proposals for surface freeways in the Park.

On November 3 slightly more than 50 per cent of the registered voters, in one of the most disappointing election showings in the city's history, went to the polls and defeated a \$4,400,000 recreation bond issue by the slim margin of 117,942 "for" to 67,724 "Against". Thus the bond issue failed to receive the necessary two-thirds majority by slightly less than 6000 votes.

If it had passed, the bond issue would have provided for many needed recreational facilities and park improvements, would also have provided additional funds necessary to complete the recreation construction program approved in 1947. The additional funds were necessary because of the approximately 40 per cent increase in construction costs during the past six years.

Failure of the bond issue was no reflection on the projects proposed by the Department. Every newspaper in addition to virtually every organization in San Francisco endorsed the measure. It was defeated by the apathy of the voters. The Committee recommends that the Department re-submit the bond issue in 1954 when, with the interest engendered by the gubernatorial election, sufficient votes should be cast to assure its passage.

#### REAL ESTATE DEPARTMENT AND CIVIC AUDITORIUM

Under the City Charter, the Director of Property is the head of the Real Estate Department. Mr. Eugene J. Riordan, a Civil Service appointee, and a very able administrator, has served as Director for a number of years.

The Department is in charge of purchases and leases of real property and improvements required for all City and County purposes, and the sale or lease of real property owned by the City. It makes appraisals on all properties acquired, and acts as agent for other City Departments requiring and requesting appraisals of real property.

During the fiscal year ending June 30, 1953, the Real Estate Department made appraisals for many other City Departments, including the Board of Education and the Parking Authority, at a total estimated valuation of over..... \$12,000,000.00

The Department negotiated land and right of way purchases for the San Francisco Water Department, school sites, sewers, parks, and numerous other municipal projects, involving 168 parcels at a total cost of.... \$505,771.50

The Director of Property sold at public auction or disposed of by eminent domain proceedings surplus real estate and buildings for a total sum of..... \$1,711,933.60



Real Estate Department and Civic Auditorium

The principal sales included a 10 acre parcel on the west side of Presidio Avenue, south of California Street, to Fireman's Fund Insurance Company for..... \$650,001.00

A large tract on the east side of Masonic Avenue, north of Turk Street, sold to the San Francisco Medical Society for..... \$85,000.00

A 7.5 acre tract of San Francisco Water Department land on the east side of Junipero Serra Boulevard, at the county line, acquired by the State Division of Highways, by eminent domain proceedings, for which the City received..... \$415,000.00

The Franklin School property at 8th and Bryant Streets, was acquired by the State Division of Highways, by eminent domain proceedings, and the City was paid..... \$335,000.00

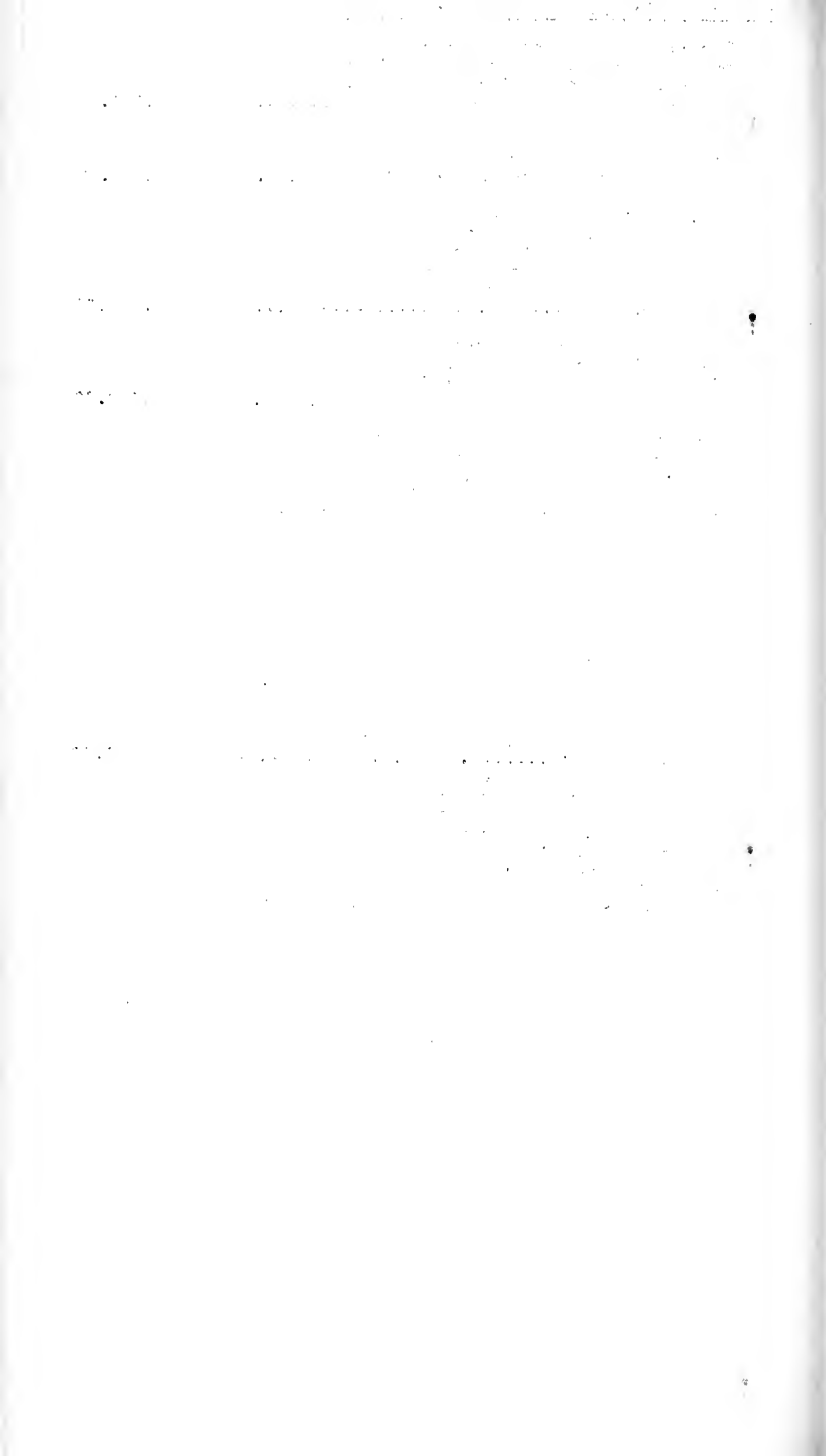
Among the many leases negotiated were those for the Parking Authority at St. Mary's Square, Bartlett Street, and the Commerce Playfield; also for the Public Utilities Commission at the San Francisco Airport of its agricultural land, gasoline service station, restaurant, hangar, and service facilities for the United Air Lines.

The Real Estate Department also supervises the Civic Auditorium which was used 265 days during the past fiscal year for conventions, shows, benefits and other activities, for which the City received a total return of... \$190,736.37

At the last general municipal election held on November 3, 1953, a bond issue proposition in the amount of..... \$3,275,000.00 was submitted to the voters, for the acquisition, construction and completion of an exhibit hall under the southerly one-half of the Civic Center Plaza, with access under Grove Street to the Civic Auditorium. It is unfortunate that said proposition failed to receive the required two-thirds vote as this indefinitely delays construction of a much needed exhibit hall.

RALPH J. POLTRONE, Chairman,

JACK W. LEISHMAN.





19. SAN FRANCISCO HOUSING AUTHORITY.

The San Francisco Housing Authority completed construction of two low rent housing projects in 1953. The Bernal (208) Apartments, located at Army and Folsom Streets and the Hunters Point (317) Apartments near the San Francisco Naval Shipyard. This makes available 2,728 apartments for low income families.

The largest group of resident families are widows with minor children, another fair sized segment are families headed by medical and dental interns, others are marginal workers and handicapped persons. World War II and Korean veterans are given preference for vacancies.

A unique feature that is time tested and appears to be the fairest possible approach to rentals is the fact that rentals are based on the family income. Approximately 1/5 is charged as rental which also includes utilities. Each family is responsible and is charged with any damage done to the property.

The maximum income limit for admission for the families having three or more children, is \$3100.00 per year. When this income is increased by as much as 25% above this maximum, the family must vacate, so that lower income families may be accommodated. A significant feature is that a large percent of families that have left the projects by such income increase have purchased their own houses. Lower income limits prevail for smaller families. Under this plan only needy families are accommodated and as a consequence, complete tenant turnover occurs every three years.

Construction will begin in the Spring of 1954 on San Francisco Plaza (608) apts. This will be located in the Western Addition. These apartments will be used to rehouse families which must be moved from the Western Addition redevelopment area slums that are scheduled to be razed. It is note worthy that all of the land comprising this  $3\frac{1}{2}$  acre site held by 119 owners, was acquired without the use of the Authorities powers of condemnation.

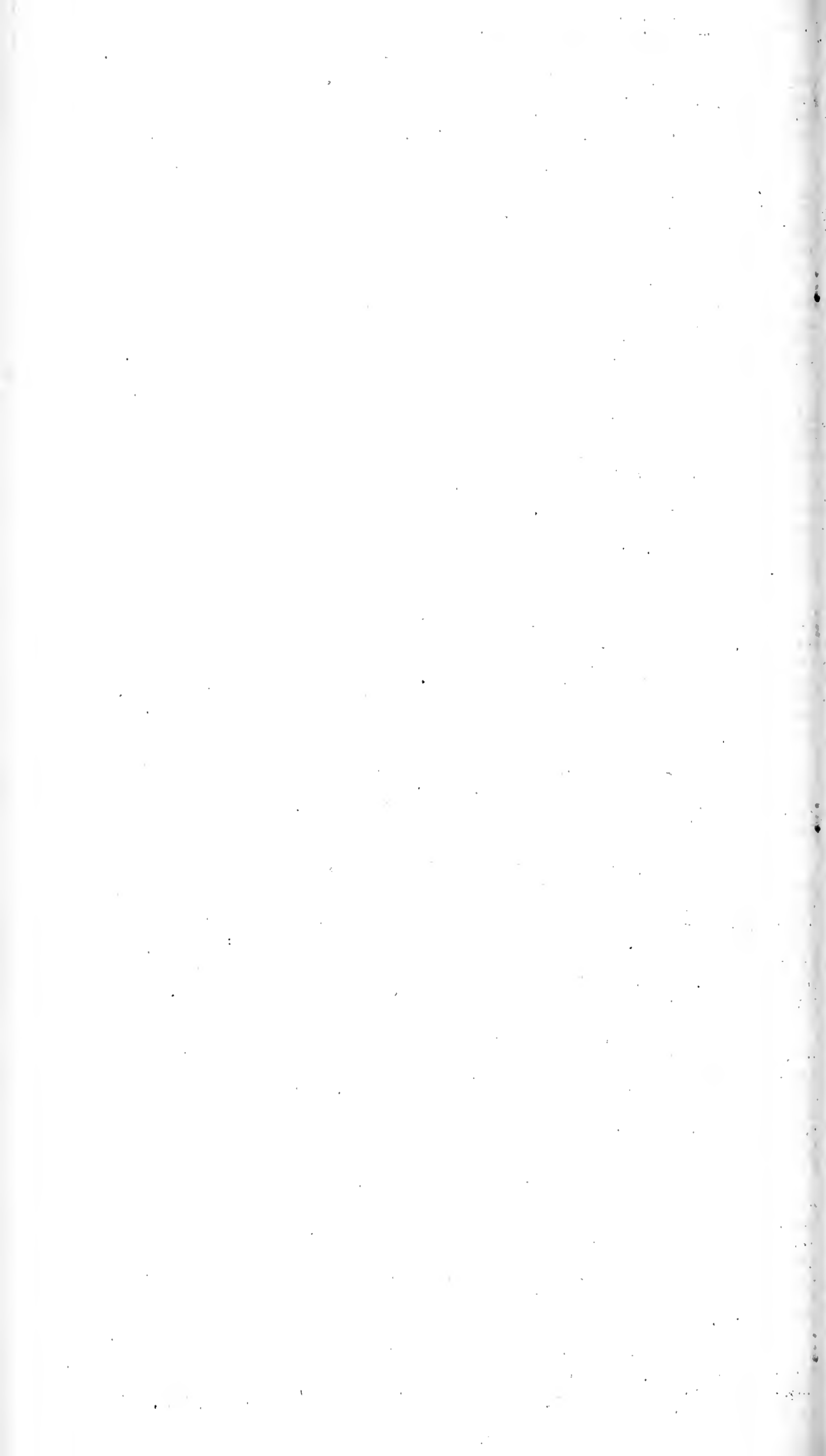
Two other projects that are already under construction are the Potrero Annex (172 apts.) located on the slopes of Potrero Hill, and The Alemany Project (164 apts.) situated near the Farmers Market.

In addition to permanent housing, the San Francisco Housing Commission manages for the Federal Government temporary war housings, accommodating nearly 25,000 persons. This housing is occupied by veterans of World War II and their families. This operation entails, in addition to property management, maintenance of federally owned streets, utility systems, and under a unique arrangement, a small force of special police officers, who are directly supervised by the San Francisco Police Department.

During 1953 more than 1000 families were moved from temporary housing to other accommodations and the temporary structures were then demolished. There still remains however, nearly 6000 dwellings which must be removed. Many of which are located on privately owned industrial land, long needed for new industrial construction. This temporary housing should be removed as rapidly as possible.

However, a rapid rate of evictions as required under federal ownership, would create a chaotic housing condition that would have grave consequences unless the San Francisco Housing Commission is enabled to accept them into projects now under construction. The relinquishment of these federal projects would transfer the ownership of the underlying land to local hands, the eventual use of this land which is for the benefit of San Francisco.

It is noteworthy to comment on the financial operation of the projects. The Commission is entitled to receive annual subsidies from the Federal Government, however, its efficient operation has saved the Federal Government more than \$2,000,000



in subsidies. Also, the Commissions' management of the Federally owned temporary war housing has resulted in net returns to the Federal Government of more than \$6,350,000.

The Housing Commission is the only public body in San Francisco that pays property taxes. It is the fourth largest taxpayer in San Francisco, \$3,201,660. has been paid to the City of San Francisco. Nearly a million dollars being a voluntary contribution voted by the Housing Commission, an additional \$397,779.00 will be paid in taxes at the close of 1953.

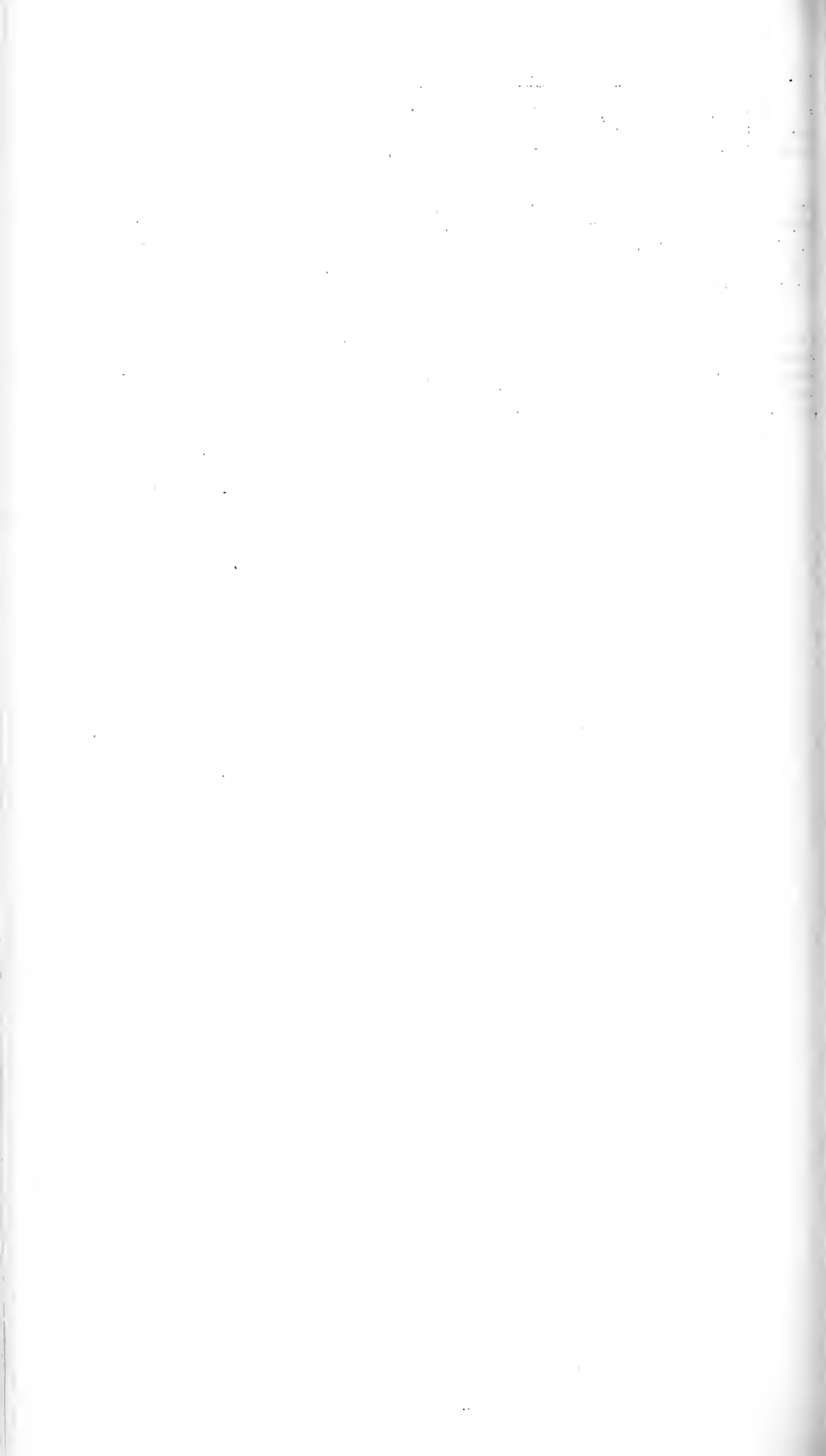
This Committee feels that orderly construction and operation of public housing units should be continued as long as there is a need, and that owing to its method of operation, it does not compete with private construction inasmuch as families are not permitted in the projects that are financially able to pay adequate rents or purchase their own homes.

Respectfully submitted,

LESLIE J. CLEASBY, Chairman

LOUIS SHAWL

DEWITT MCGINNESS.



CITY AND COUNTY OF SAN FRANCISCO

GRAND JURY

March 30, 1953

Mr. Emil K. Bender, Foreman  
1953 S. F. County Grand Jury  
City Hall  
San Francisco, California.

Dear Mr. Bender:

Since addressing a memorandum to you under date of February 23, 1953, which pertained to the Chief Administrative Officer and the Director of Finance and Records, further opportunities have been afforded by which your Committee has been enabled to give additional study and examination to the activities and operations of these departments.

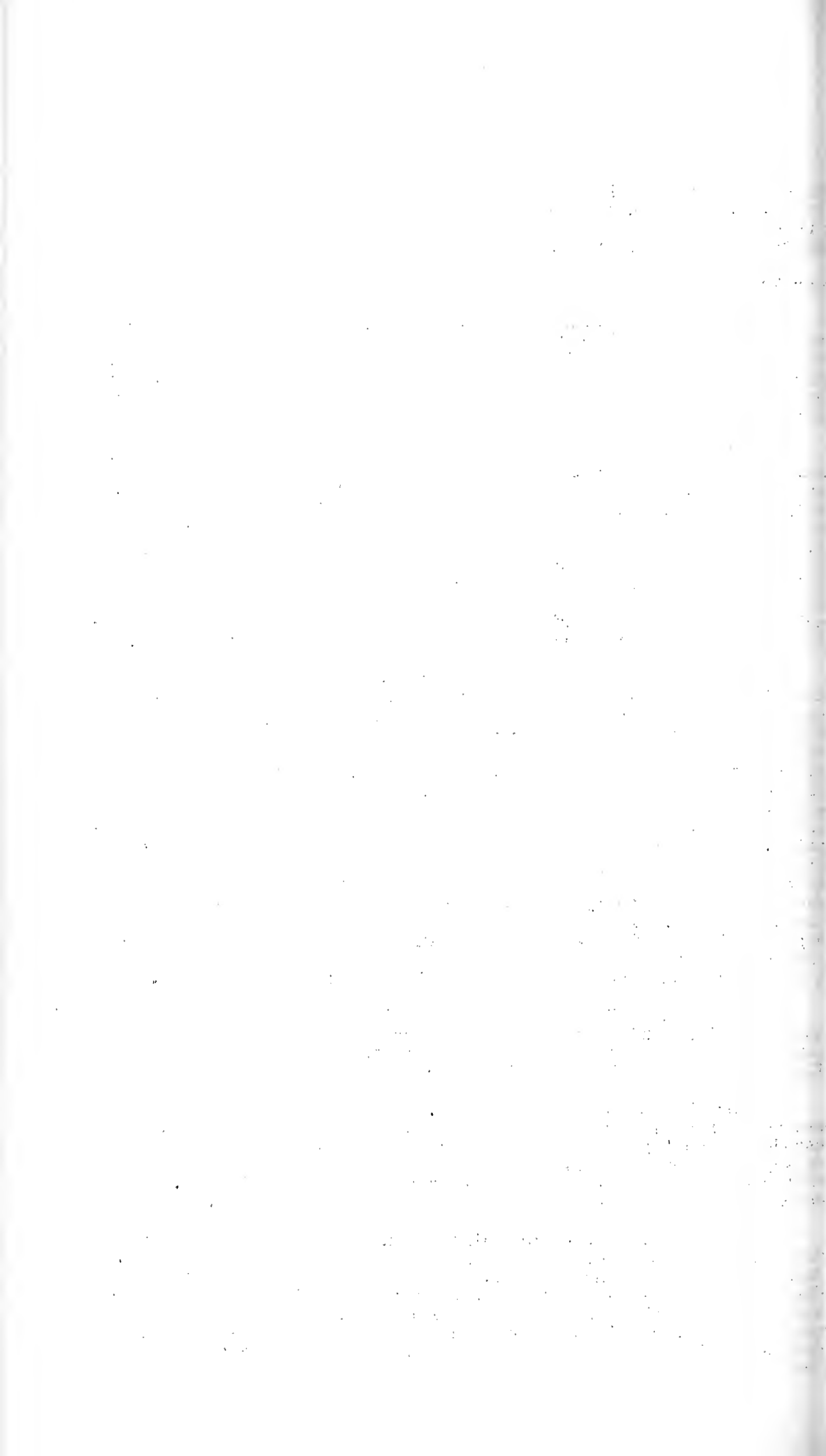
There is every reason to believe that the office of Chief Administrative Officer is being directed with great skill and courage by Mr. Thomas A. Brooks, but who finds his tasks increasingly more complicated through attempts to rationalize spiraling costs of government and its services with increased tax burdens and living costs of its citizens. To often deny or postpone worthy expenditures and at the same time be ever alert to selfish and sinister pressure groups requires both courage and a high degree of perception. Mr. Brooks appears to be an executive who possesses each of these worthy attributes in quantities adequate to the position he occupies and to its diverse duties and responsibilities.

A study and discussion of budgetary matters as they affect the City and County of San Francisco cannot fail to reveal the fact that in seeking to provide funds necessary to the operation of all city and county departments and the services they seek to provide, there simply are not enough dollars available except, (1) To curtail services; and (2) To substantially increase taxes. It is difficult to curtail services to which people have become accustomed. At the same time the sum total of all taxes imposed by all agencies of government are rapidly approaching the stage of confiscation. Mr. Brooks appears deeply conscious and aware of these conditions and seeks to judge and measure each individual budget item in relation to the over-all needs and requirements, while at the same time remain keenly sensitive to the plight of the sorely perplexed taxpayer. This all adds up to the fact that very soon the taxpayer himself will have to determine whether or not he can afford the luxury of modern day governmental services complicated by a war economy that shows no signs of lessening or termination.

Mr. Ben G. Kline, Director of Finance and Records, responsible to Chief Administrative Officer Brooks, exerts supervisory control over the following City departments: Tax Collector, County Clerk, Recorder, Public Administrator and Registrar of Voters.

Mr. Kline is regarded by Mr. Brooks as a capable and experienced executive who has collaborated with department heads in introducing worthy economies and modern and up-to-date operations in many City departments, reports of which will come to you from other committees dealing specifically with such departments. Personnel requirements are small and are presently adequate.

To summarize present opinions on the operations of the Chief Administrative Officer and Director of Finance and Records: These offices are being operated in an efficient and capable manner. They are adequately and satisfactorily staffed. Recommendations for such procedural changes as may appear necessary should probably come from other committees who study and investigate departments responsible to the Chief Administrative Officer, or by amendment to the Charter.



If this report appears to present the Chief Administrative Officer in a favorable light, let it be stated that he in no remote degree influenced its preparation. It reflects opinions gained from friendly, yet uninhibited and unrestricted, discussions and studies.

This completes our first quarterly report, and due to the peculiar nature and character of this department, it is doubtful if other intermediary reports would be either useful or revealing.

Respectfully submitted,

DeWitt C. McGinness, Chairman  
Walter W. Mohrdick  
H. Clay Bernard.





FIRST QUARTERLY REPORT ON COUNTY CLERK, RECORDER, REGISTRAR AND  
PUBLIC ADMINISTRATOR - SAN FRANCISCO GRAND JURY.

March 16, 1953.

Mr. Emil K. Bender, Foreman  
San Francisco Grand Jury.

COUNTY CLERK

Your Committee met with Mr. Mongan and his staff and were shown the entire department of the County Clerk and found this department most efficient, and though the volume of work increased and the fee revenue of the office has increased, Mr. Mongan's request for additional filing equipment has not produced any results leaving this department badly handicapped.

We find the recommendation for filing equipment was made by the previous Grand Juries and has never been followed up, with the result nothing has ever been done.

There is no shortage of filing equipment on the market and this Committee recommends that this equipment be purchased immediately.

Mr. Mongan has valuable papers and records in paper cartons and boxes piled in whatever place he can, to try and keep his department operating in an efficient manner. The only way to correct this condition is by furnishing the proper equipment.

PUBLIC ADMINISTRATOR.

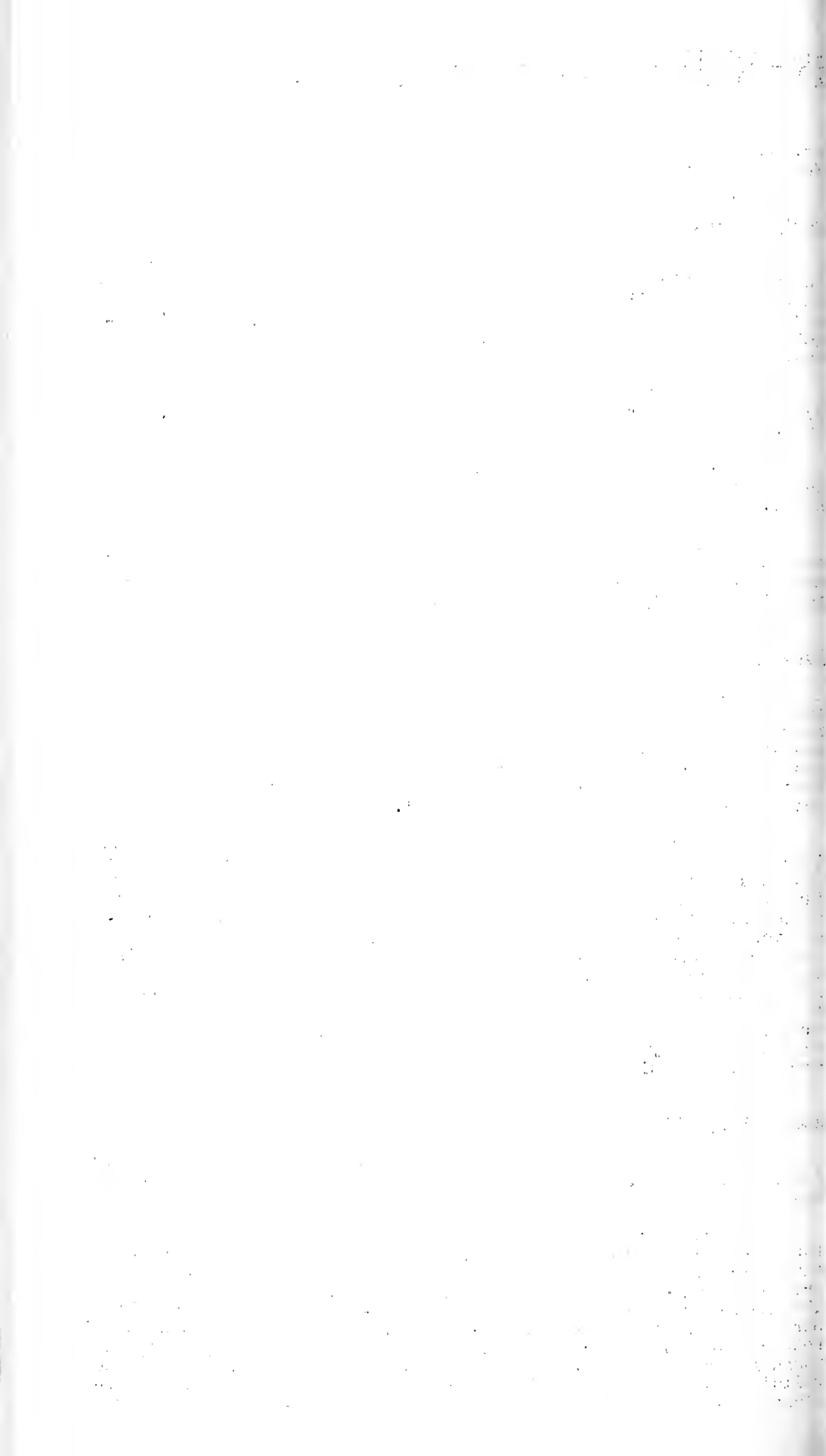
We called on the Public Administrator, Mr. Fontes, and found Mr. Fontes and his staff working under very trying conditions in regards to space in his department. Filing cabinets are in the crowded hallways, in the office, some in the storeroom and in one room there are four stenographers and two bookkeepers including five office desks, three bookkeeping desks and a series of files and a safe in a room roughly 20' x 20'.

It is not feasible to have the office of the Public Administrator removed from the City Hall, for the reason practically all business is transacted with the Courts and other offices of City Administration and it would seriously handicap the transaction of business. If it were possible to obtain space from any other department whose business can be transacted elsewhere this Committee recommends that the change be made. The fact that Mr. Fontes is able to maintain and conduct the amount of business he does under such a handicap speaks very well of his administrative ability. The Committee feels that if there is any possible way the Public Administrator can be given more space it should be done, as no private industry would operate under these conditions and surely no other city the size of San Francisco would tolerate these conditions.

RECORDER AND REGISTRAR.

We met with Mr. Toomey and were shown the entire workings of his department, which is run very efficiently with a minimum of expense to the City.

Previous Grand Juries have called attention to the need for a new, city-owned warehouse for the storage and servicing of the city's voting machines. This Committee not only concurs with previous findings, but urges positive action. The city now has 1585 machines, stored one-third in a city-owned warehouse at 18th Street and Treat Avenue and two-thirds in a rented warehouse at 150 Potrero Avenue. The city warehouse is very old, unsafe, dark, with rough floors; in short, it is almost totally obsolete. The leased building is only fairly satisfactory with regard to handling, servicing and loading and unloading voting machines. Merely having



the machines in two locations in very inefficient because there cannot be proper supervision of the large number of temporary, relatively untrained adjusters employed at peak work periods.

The city pays \$10,800 a year rent on the warehouse at 150 Potrero Avenue. The present lease will expire on November 1, 1954. It is not certain that a new, satisfactory lease can be arranged. Financed by a \$25,000 appropriation included in the 1951-52 budget, plans and specifications are being prepared for a new warehouse near the South-East Sewage Treatment Plant (in the southeast portion of Block 5262). The Director of the Department of Finance and Records has included \$200,000 in next year's Registrar's budget (transferred to Public Works) for construction of the new warehouse and the item has been approved by the Chief Administrative Officer. Under this plan of financing, suggested by the Board of Supervisors' Finance Committee, a second appropriation would be included in the 1954-55 budget and work would begin about July 1, 1954. The project has the approval of the Planning Commission. The total estimated cost, including plans, inspection, land street improvements and allowance for contingencies, is \$425,000.

The new warehouse would provide proper facilities for storing, handling, repairing, adjusting, loading and unloading 1700 machines, a number that will be adequate for some years, and could be expanded later if necessary. With proper floors, lighting, shop facilities and loading platforms, it would be thoroughly suitable to its purpose. It would improve efficiency and lower costs in the servicing and handling of voting machines, reduce the hazard of the machines not being properly set up for each election, and pay for itself by releasing the old 18th and Treat building for sale and eliminating the rental charge for a leased warehouse.

It is urged that the \$200,000 budget item included for the Registrar in the 1953-54 budget of the Department of Public Works be approved and that a similar sum be approved in the 1954-55 budget to finance this project. This Committee feels that some definite action should be taken on this matter. There is about three million dollars worth of equipment involved in these voting machines and if no action is taken the public should be made acquainted with the facts.

This report is respectfully submitted by the following Committee.

EDMUND J. MULLANEY, Chairman  
DEWITT C. MCGINNESS  
MALACHY RUANE.



## REPORT OF COMMITTEE ON THE PUBLIC DEFENDER'S OFFICE

As presently constituted, the Public Defender's Office has a staff of five attorneys. These include the Public Defender, an elected official, and his four assistants, appointed by and responsible to the Public Defender only. The annual salary of the Public Defender is \$12,200.00 and that of his four assistants is approximately \$7,000.00 per annum each. There are no restrictions regarding private civil law practice of any of the attorneys on the staff.

After considered study, your Committee is of the opinion that some of the work done by the San Francisco Public Defender's Office is conscientious and of high caliber. Some factors in the operations of that office leave a great deal to be desired.

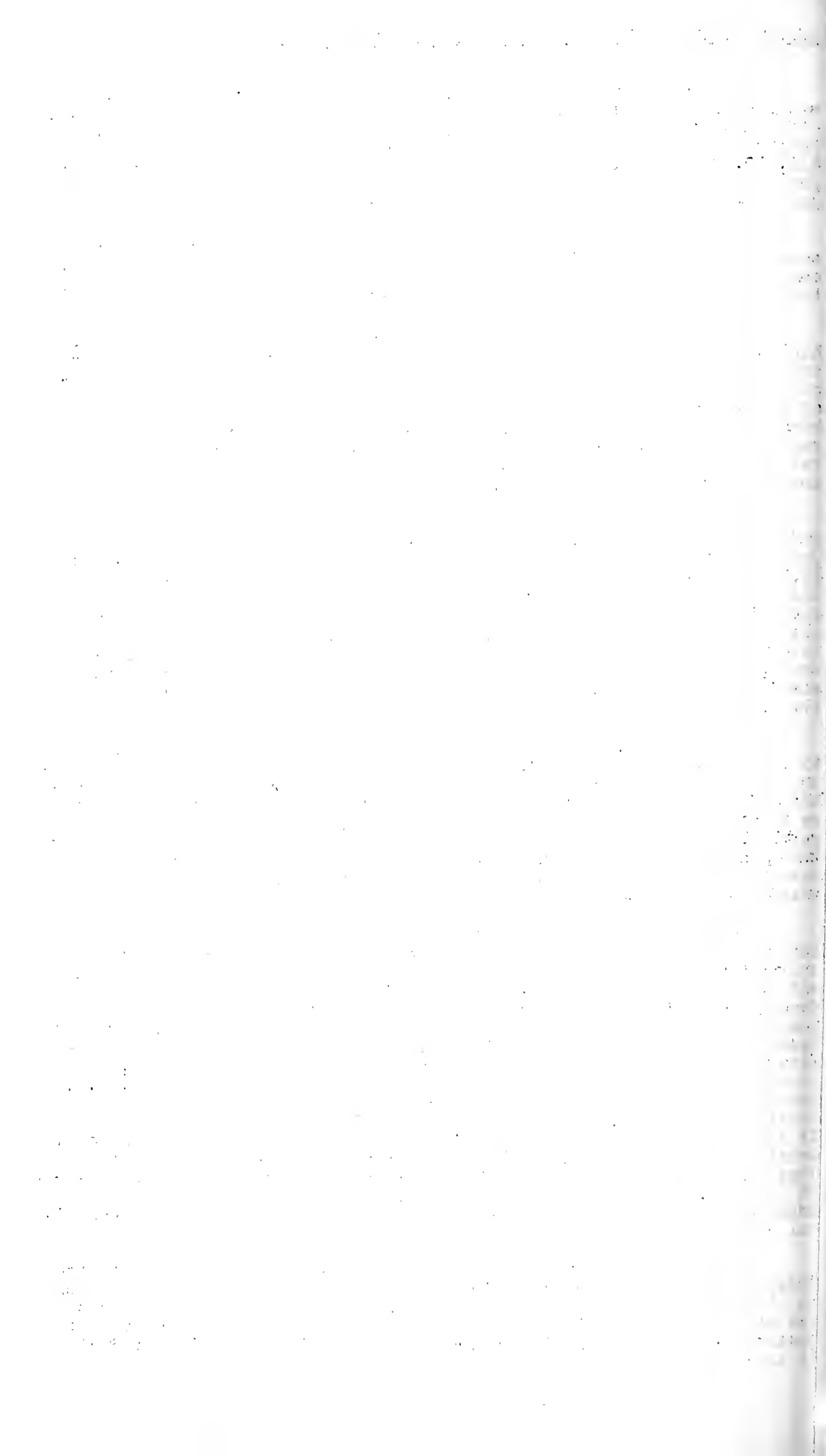
While your Committee does not undertake to criticize the social habits of public employees, we feel that it is our duty to comment and criticize if and when such habits interfere with the proper and efficient operation of a public office. We have found flagrant evidences of intemperance in the Office of the Public Defender which are to be highly condemned. The offender is the Public Defender himself, and we recommend strongly that this condition should be corrected immediately, failing which, we recommend that steps should be initiated to bring about his removal from office.

We further recommend that no member of the staff of the Public Defender's Office be allowed a private practice and that the salaries should be increased to \$12,000 per annum for the Public Defender and \$7,000 per annum for each of his assistants. The work of the office suffers when its staff does not concentrate all of its energies and abilities on the work of that office. A private law practice inevitably brings interviews and telephone calls which tend to interrupt and disrupt the work for the public. The salary increases recommended would, it seems to us, make it unnecessary for the members of this staff to supplement their incomes with the proceeds of a private law practice.

Furthermore, we feel that the comparatively low salary carried by the Public Defender until recently is the chief reason for the failure of that office to attract men of high caliber. The incumbent Public Defender has been in office approximately twenty years with little or no political opposition during election years. Political rivalry, particularly for an office of public trust, is healthy. It brings into the open and before the public any failures or inadequacies of an elected official and tends to result in greater efficiency and improved standards in the services rendered by that office.

We recommend further that all appointments of assistants to the Public Defender should be upon the recommendation and subject to the approval of the San Francisco Bar Association, and that these assistants should be given a semi-permanent civil service status. The work done by the Public Defender's Office is that of defending the liberties guaranteed in our Federal Constitution. Your Committee considers this task so vitally American that it feels that the competence and integrity of the men handling this work should not be left to chance, but should be formally reviewed by the official body of their peers, i.e., the Bar Association. Furthermore, routine professional work of the Public Defender's Office can be more efficient and of higher quality if it is done by men who are professional civil servants, men who have at heart, primarily, the interests of their public clients and who owe their allegiance primarily to the public and not to an individual elected official. Semi-permanent civil service status would also tend to guarantee continuity of good service to the public at a time of political change.

Our last recommendation is that a City-owned automobile be provided the Public Defender's Office which any member of the staff should be allowed to use for official business. We understand that members of the staff are now required to furnish their own transportation and at their own expense. This is unfair and results in effect in a reduction of their stated salaries.



COMMITTEE ON THE PUBLIC DEFENDER'S OFFICE (Contd.)

In conclusion, your Committee feels that the Public Defender's Office, as it is presently constituted, is not realizing its full potentialities. In view of the high importance of this office, we respectfully ask the Grand Jury to weigh carefully the recommendations of your Committee, with a view toward their adoption.

Respectfully submitted,

M. Hochede, Chairman  
Alfred Karp  
L. S. Cleasby

(The above Committee report was adopted by the entire Grand Jury, and publication of the report authorized October 13, 1953.)





SUPERIOR AND MUNICIPAL COURTS, CIVIL AND CRIMINAL, ADULT PROBATION.

Your Committee on the above mentioned Departments submits the following interim report thereon for the period January 1st to March 31st, 1953:

SUPERIOR COURT.

The Superior Court of California in and for the City and County of San Francisco functions with twenty-two judges under the leadership and guidance of a Presiding Judge, elected in December of each year. Honorable Preston Devine was elected to serve in this capacity for the calendar year 1953. It has been the privilege of your Committee to visit with the Presiding Judge and with Honorable Albert C. Wollenberg who was the Presiding Judge in 1952. Many aspects of the Superior Court were discussed at this meeting. However, for the purpose of this interim report, only a few of the more pressing problems will be mentioned.

(1) Inadequacy of space: The present space available for the work of the Superior Court is inadequate for proper service to our citizens. More rooms are needed for jury deliberations, restroom facilities, conferences between attorneys and witnesses, assemblies, and other activities of the Superior Court. This problem has been talked about for some years. Recommendations have been made from time to time, including a detailed excellent report by a similar committee of the 1952 Grand Jury, for increase of space allotments for Superior Court work. While this is not an easy problem of solution, it is one of long standing and we feel that plans for action on it should be drawn up as soon as possible.

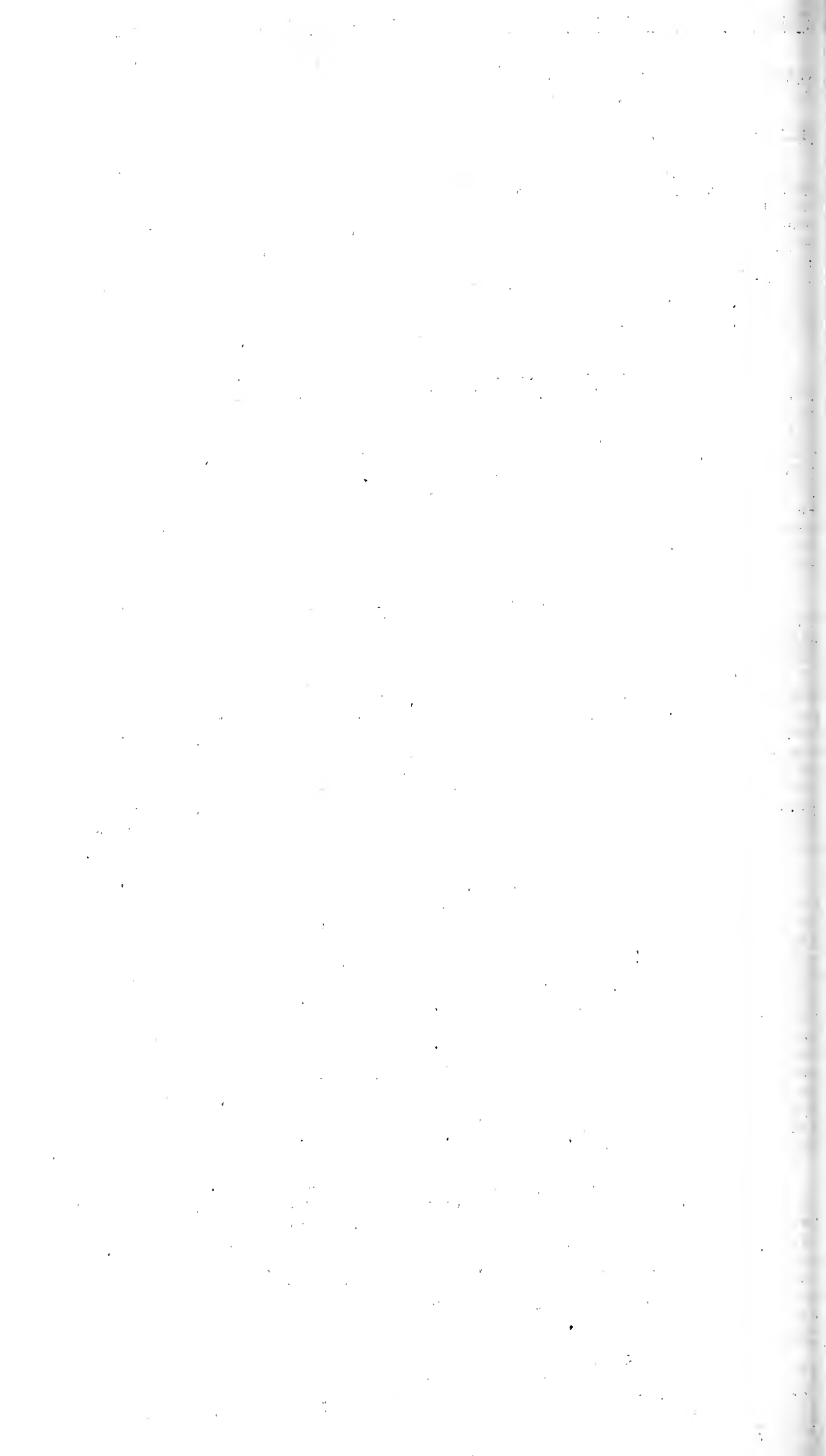
(2) Salaries of the Judges: Your Committee has investigated salaries paid to Judges in similar capacities in other cities of comparable size in the country. We find that the \$16,750.00 per annum paid to the judges of the San Francisco branch of the Superior Court falls below the standard set in other communities -- particularly in the East. We feel that the salaries paid to judicial officers has an important relation to the proper administration of justice and that the best interests of the community require those salaries to be commensurate with the duties of their office. We recommended, therefore, that the 1953 Grand Jury endorse legislation now pending in the State Legislature to increase the salaries of the Judges of the San Francisco Superior Court from \$16,750.00 to \$18,000.00 per annum. We are pleased to note that this recommendation was approved by the said Grand Jury.

(3) Juvenile Court: This department of the Superior Court has two referees who work on a full-time basis and carry tremendous responsibility in the administration of the many cases assigned to them. The qualifications and requirements of these referees are manifold and the quality of the work they have been doing is excellent. Since 1947 these referees have been receiving salaries of only \$500.00 per month. Referees of the Juvenile Court Department in the County of Los Angeles receive for comparable work salaries of \$675.00 per month. In view of all this and of the changed economic conditions since 1947, your Committee recommended that the 1953 Grand Jury endorse legislation now pending in the State Legislature, contained in Senate Bill No. 26 introduced by Senator Gerald O'Gara, to increase the salaries of these two referees from \$500.00 to \$675.00 per month. We are gratified that on March 16, 1953, this Grand Jury approved this recommendation.

(4) Administrative and Clerical Personnel: Examination of the salaries of this personnel indicates that some changes are in order due to increased volume of work, reclassification of positions, new positions, conformity with the City's standardization schedule for similar positions, and other factors. The attached schedule contains the recommendations of your Committee together with the reasons therefor. Those recommendations were approved by the 1953 Grand Jury.

MUNICIPAL COURT:

Your Committee met with Honorable Alvin Weinberger, Presiding Judge of the Municipal Court, for discussion of the work done and the problems of the Municipal Court. For purposes of this interim report, your Committee is limiting itself to the following items:



## MUNICIPAL COURT (continued)

(1) Administrative and clerical personnel: Examination of the salaries of this personnel by your committee resulted in our considered opinion that increases should be effected in order to fit the salary to the job and to conform with the City's standardization schedule. Accordingly, we recommended increases as per the attached schedule, and action of the Grand Jury in recommending for passage Assembly Bill No. 93, now pending in the State Legislature, which provides for these increases. This the Grand Jury of 1953 did in a resolution dated March 16, 1953.

(2) Centralized traffic department: Your Committee has investigated the operation of the Traffic Department and would like to reiterate a recommendation made often in the past by previous Grand Juries, i.e. the centralization of all traffic matters at one location. It seems wasteful and unnecessary, as well as confusing to the public, for this one department to be operating from both the Hall of Justice and the City Hall. We understand that the proposed renovation of the 150 Otis Street Building for this purpose is no longer feasible because the original funds appropriated by the Board of Supervisors is no longer adequate. We would propose that the Grand Jury recommend an additional appropriation sufficient for this purpose, or the activating of any other suitable location.

(3) Women's Court: There now seems to be no war emergency reason for continuing to hold a separate Women's Court in the Health Center. In accordance with the opinions of the Judges and the recommendations of the two previous Grand Juries and in the interests of saving \$50,000.00 to \$60,000.00 of the taxpayers' money, now used for duplicate services, your Committee would suggest that this Grand Jury recommend transferring the Women's Court back to the Hall of Justice.

### ADULT PROBATION DEPARTMENT.

This department has always been burdened with a tremendous load of work which we are advised by Mr. John Kavanaugh, Chief Probation Officer, has more than doubled during the past five years. The present case load is 187 per supervising officer. The fastest growing division is the Family Division where case loads have increased from a 214 per month average in 1951 to 425 in 1952. A commonly accepted fact in the field of probation services is that the average case load per probation officer should not exceed 75. This department made 4804 investigations in 1951-52, an increase of 12% over the preceding year. Fund collection alone has risen to major proportions, reaching a total of \$290,000.00 in the last fiscal year.

Your Committee feels that this department does an extremely important job in its rehabilitation of probationers and its concern for their families. A direct effect of this job is to remove families from relief rolls and thus create a healthier community as a whole. Your Committee intends to devote a great deal of time to this department in the future. However, for the purposes of this interim report, your Committee recommends the addition of two senior probation officers for the Family Division. This addition, your Committee feels, is a necessity for obtaining service even approaching reasonable adequacy.

Your Committee wishes to commend the Mayor's office for having provided to this Department an additional clerk-typist and a switchboard operator in March, 1953. The able recognition by that office of the necessity of relieving the pressure of the excessive work with which the clerical personnel of this Department were burdened makes it unnecessary for us to recommend at this time any further addition to the clerical staff.

Respectfully submitted,

ALFRED KARP, Chairman,

TIMOTHY S. MILONAS,

LESTER L. GOODMAN.



Data on Salary Adjustments and Changes in Number  
and Classification of Personnel,  
Secretary-Jury Commissioner, Superior Court.

((AB 562 (SB 162) and AB 561 (SB 165))  
\* \* \*

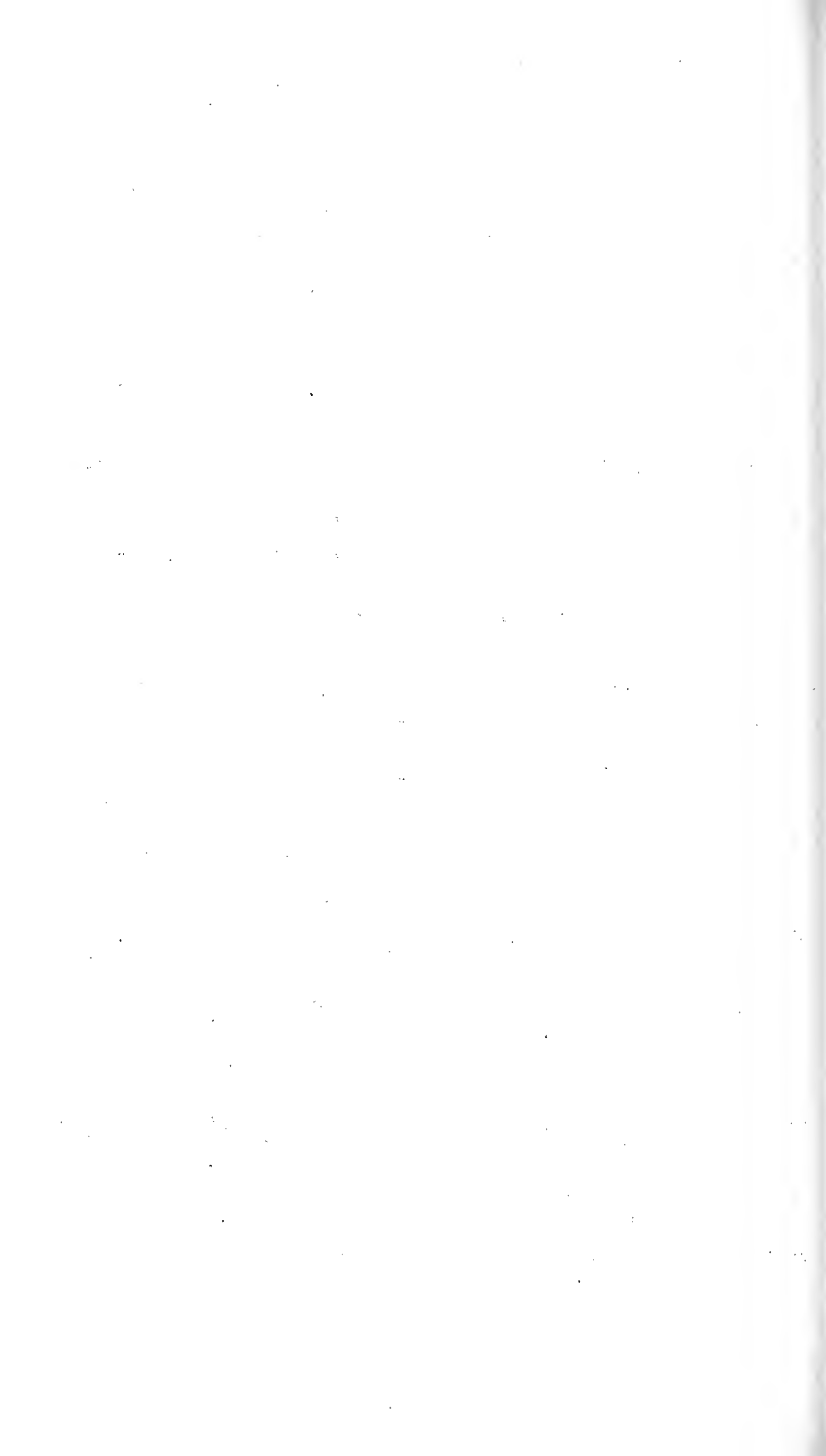
	<u>No. of Empl.</u>	<u>Present Salary</u>	<u>Proposed Salary</u>	<u>City's Standardization Schedule</u>
Grand Jury Statistician	1	\$500. per month	\$500. per month	
a) Senior Legal Stenographer	6	\$350. "	\$400. "	\$340 - \$ 400
Senior Clerk	1	325 "	375. "	320 - 390
Telephone Operator	2	275 "	305 "	280 - 305
Probate Commissioner	1	500 "	600 "	(No classifi- cation)
b) Chief Calendar Clerk	1	400 "	500 "	"
General Clerk	1	275 "	305 "	270 - 320
c) Domestic Relations Court Commissioner	1		600 "	(New classifi- cation)
d) Domestic Relations Case Investigator	1	350 "	450. "	" "
Law Clerk	1	400 "	400 "	
Secretary-Jury Com- missioner	1	1000 "	1125 "	(No classifi- cation)*
Assistant Secretary- Jury Commissioner	4	450 "	490 "	" " **

- - - - -

- Increase of 1 position. Greatly increased volume of work, due mainly to reports, etc. of domestic relations case investigators.
- Reclassification of present "Head Clerk" position, on account of nature of duties.
- New position (To be filled by one of our present Domestic Relations Case Investigators.)
- Decrease of 1 position. (Domestic Relations Court Commissioner will continue to perform duties of this position in addition to those of Court Commissioner.)

\* Proposed increase in accordance with City's standardization schedule for positions with similar salary.

\*\* Only comparable position in other jurisdictions is in Los Angeles County, with a present salary of \$550 for one of the positions and \$495 for the others.



	No. of Employees	Present Salary	Proposed No. of Employees	Proposed Salary	Remarks
Clerk and Secretary to Judges	1	\$1,000.	1	\$1,125	
Deputy Clerk Jury Commissioner	1	675	1	750	
Deputy Clerk - Chief Division Clerk, Traffic Department	1	600	1	675	
Deputy Clerk - Chief Division Clerk, Civil Department	1	600	1	675	
Deputy Clerk - Chief Division Clerk, Criminal	1	600	1	675	
Deputy Clerk - Chief Division Clerk - Accounting De- partment	1	600	1	675	
Deputy Clerks - Assistant Chief Division Clerks	5	525	5	600	
Deputy Clerks	2	475	2	525	
Deputy Clerk - while assigned to Dept. of Presiding Judge	1	460	1	490	
Deputy Clerk - while assigned to Master Calendar Dept.	1	460	1	490	
Deputy Clerk - while assigned to Law & Motion & Small Claims	1	460	0)	0	
Deputy Clerks	18	450	19)	480	
Deputy Clerks	10	400	10	425	
Deputy Clerks	16	350	16	375	
Deputy Clerks	19	325	19	350	
Deputy Clerks	19	300	23	325	
Telephone Operators	<u>2</u>	285	<u>2</u>	305	
	100		104		





CITY AND COUNTY OF SAN FRANCISCO.

GRAND JURY

March 30th, 1953.

Honorable Emil K. Bender, Foreman  
S. F. County Grand Jury  
City Hall  
San Francisco, California.

Dear Sir:

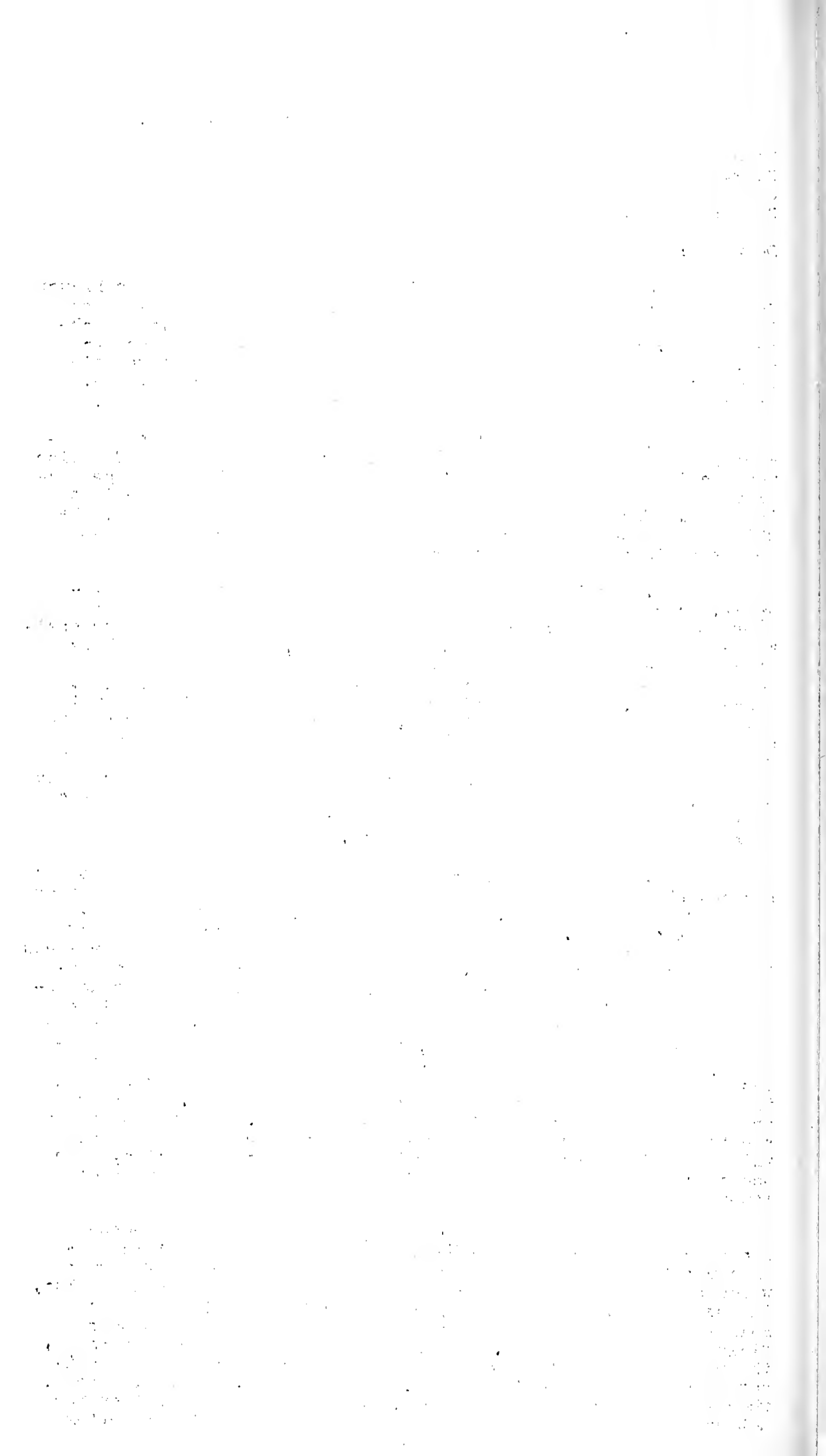
Your committee on "Police Department, Coroner and Liquor Permits", composed of Marcel R. Hochede, Walter W. Mohrdick and the undersigned, desire to submit the following as their (1) observations; (2) findings and (3) recommendations. Needless to say, in submitting this we are mindful that much of the material which we desire to pass upon required considerable study, and, consequently, longer time will be required in its evaluation.

1. Police Department. We find that the Police Department is presided over by a Police Commission and a Chief of Police who are intelligent and efficient. The Chief of Police in particular, has been of great help to us in the study of the problems involved. Whenever we desired assignments of men to aid us, the Chief of Police readily co-operated and men who are specialists in their lines were detailed to accompany us.

2. Police Problems of Current Interest: In this respect, we submit that a Police Department is as successful in performing its duties as the co-operation given it by the responsible citizens of the community. Furthermore, unless the members of the Police Department are given the necessary "tools" with which to work they are bound to fall short of their objectives. Fundamentally, these "tools" are sound laws and regulations which time and practice have sanctioned. Judging by the history of the past, the so-called "crusades" which are based upon emotional factors, or publicity seeking adventures, will disappear with the first breath of reason and common sense which can be made to apply to them. We mention this to indicate that we are attempting and hoping that the thoughts expressed by us will have a sound approach to the matters commented upon.

3. Control of Intoxicating Liquor: We submit that the responsible heads of the Liquor Industry have fallen down badly on their duty to the public, and more particularly to the law enforcement officers. They seem to think that the sole object of their existence in the liquor field is to reap the monetary rewards in connection with its sale, and that sharp practices can be engaged in, provided such practices can be carried on without detection. In this respect, we say that every licensee in the liquor field must be made responsible under the penal and civil laws for the misconduct of his employees, whether such employees are managers, bartenders, waitresses, or busboys. Too long have the responsible heads been able to evade responsibility by asserting they were not present when the misconduct took place. Whether present or absent from their place of business, the obligation to see that laws are respected and that patrons are properly dealt with is theirs, and where this obligation is not respected, then the sanction of the law must be invoked and suitable penalties imposed.

4. Liquor Licenses: The present method of issuing licenses for the sale and consumption of intoxicating liquor is in our opinion responsible for much of the detrimental features which now exist in the liquor control field. This method is also, in our opinion, one of the major factors in hindering the local Police Department from fully carrying out its mission in this field of law enforcement. Under the present method of licensing, the responsibility is divided between the State Board of Equalization and the Police Department. For instance, we are informed, when grave defects are discovered, the Board of Equalization has not sufficient manpower to police the places where intoxicating



liquor is sold and consumed, and consequently the primary duty to so police rests with the local police department. The Police Department asserts -- and with a great deal of soundness -- that it has no control over the issuance and revocation of licenses in the liquor field and that as a consequence its enforcement is seriously handicapped by such a barrier. In our opinion, the issuance of liquor licenses and their revocation should be made a matter of local concern and the head of the enforcing department should likewise be made responsible for the issuance and revocation of liquor licenses. We will then be able to place responsibility and avoid the duplications and conflicts which now exist.

5. Liquor Permits and Licenses (continued): From what we have said in paragraph 4, it is not to be taken that we favor so-called "Local Option". We are of the opinion that state-wide regulations, uniform in character and exclusive in the field of state jurisdiction, should be adopted which will transfer from the Board of Equalization to a new State agency, all phases of liquor licensing and law enforcement. State laws should establish broad and general principles governing this industry, and definitely prescribe the conditions upon which such licenses can be issued and can be revoked.

This Committee also strongly advocates the abolishment of the requirement that food be served by holders of On-Sale Liquor licenses, since the philosophy and principle which influenced its inclusion within the legislation re-establishing the liquor industry within the State of California is both antiquated and unwise, its practices are largely unprofitable, unhealthy and unsanitary, and its enforcement farcical and ludicrous.

6. Control Over Employees who are Charged with the Duty of Dispensing Liquor in On-Sale Premises: As there is no field fraught with more temptation to wrongdoing than the liquor field, we are of the opinion that no person should be eligible to sell or dispense liquor in On-Sale premises without first being duly licensed. History has demanded the licensing of taxi drivers, auctioneers, sightseeing guides, and those in scores of other classifications where the public interest is involved. This is a matter for State regulations, with the application of said regulations by local authorities. Such a procedure, in our opinion, will solve the "B-girl" problem and the other nefarious practices which too often have been discovered in and about bars. Where the licensing laws and regulations have proved so advantageous in many fields, certainly there should be no objection in the field of liquor control. We submit that unless drastic changes are made in the field of liquor enforcement, public interest will suffer and the industry will be in danger of extinction through the "revolt" of an outraged public.

7. Police Department Personnel: We are of the opinion that much of the control of non-moving traffic can be carried on by policewomen, thereby relieving men to do the more strenuous police work. Certainly the issuing of traffic tags for parking violations can be performed as efficiently and effectively by policewomen as by policemen. We are also of the opinion that wherever reasonably possible women should replace men in police headquarters in so far as clerical work is concerned. Policing of a city such as ours demands the presence of uniformed police officers on the streets in every section. It is well known that the commission of crime, particularly in the felony field, will rise or fall depending upon the presence or absence of the uniformed officers on patrol duty. The replacements we have suggested would enable the Chief of Police to assign more men to patrol duty, and this in turn would give more security to our citizens whether at home or in the streets.

8. Title to Motor Vehicles Seized and Confiscated by Reason of Narcotic Violations: Under the provisions of State law, motor vehicles seized in connection with the transportation of narcotics are possessed and after certain requirements have been observed, said motor vehicles and the title thereto are transferred to agencies of the State of California. Many arrests are made by the local Police Department for narcotic violations and a high percentage of such arrests involve the seizure of motor vehicles. Notwithstanding the fact, however, that State agents had nothing to do with the seizure of the vehicle, title

1. The first part of the report is a general introduction to the subject of the study.	1
2. The second part of the report is a detailed description of the methods used in the study.	2
3. The third part of the report is a presentation of the results of the study.	3
4. The fourth part of the report is a discussion of the results and their implications.	4
5. The fifth part of the report is a conclusion and a list of references.	5
6. The sixth part of the report is a list of figures and tables.	6
7. The seventh part of the report is a list of appendices.	7
8. The eighth part of the report is a list of footnotes.	8
9. The ninth part of the report is a list of references.	9
10. The tenth part of the report is a list of figures and tables.	10
11. The eleventh part of the report is a list of appendices.	11
12. The twelfth part of the report is a list of footnotes.	12
13. The thirteenth part of the report is a list of references.	13
14. The fourteenth part of the report is a list of figures and tables.	14
15. The fifteenth part of the report is a list of appendices.	15
16. The sixteenth part of the report is a list of footnotes.	16
17. The seventeenth part of the report is a list of references.	17
18. The eighteenth part of the report is a list of figures and tables.	18
19. The nineteenth part of the report is a list of appendices.	19
20. The twentieth part of the report is a list of footnotes.	20
21. The twenty-first part of the report is a list of references.	21
22. The twenty-second part of the report is a list of figures and tables.	22
23. The twenty-third part of the report is a list of appendices.	23
24. The twenty-fourth part of the report is a list of footnotes.	24
25. The twenty-fifth part of the report is a list of references.	25
26. The twenty-sixth part of the report is a list of figures and tables.	26
27. The twenty-seventh part of the report is a list of appendices.	27
28. The twenty-eighth part of the report is a list of footnotes.	28
29. The twenty-ninth part of the report is a list of references.	29
30. The thirtieth part of the report is a list of figures and tables.	30
31. The thirty-first part of the report is a list of appendices.	31
32. The thirty-second part of the report is a list of footnotes.	32
33. The thirty-third part of the report is a list of references.	33
34. The thirty-fourth part of the report is a list of figures and tables.	34
35. The thirty-fifth part of the report is a list of appendices.	35
36. The thirty-sixth part of the report is a list of footnotes.	36
37. The thirty-seventh part of the report is a list of references.	37
38. The thirty-eighth part of the report is a list of figures and tables.	38
39. The thirty-ninth part of the report is a list of appendices.	39
40. The fortieth part of the report is a list of footnotes.	40
41. The forty-first part of the report is a list of references.	41
42. The forty-second part of the report is a list of figures and tables.	42
43. The forty-third part of the report is a list of appendices.	43
44. The forty-fourth part of the report is a list of footnotes.	44
45. The forty-fifth part of the report is a list of references.	45
46. The forty-sixth part of the report is a list of figures and tables.	46
47. The forty-seventh part of the report is a list of appendices.	47
48. The forty-eighth part of the report is a list of footnotes.	48
49. The forty-ninth part of the report is a list of references.	49
50. The fiftieth part of the report is a list of figures and tables.	50

to said vehicle through confiscation, goes to a State agency rather than to the local Police Department. We submit that this is unfair and unwarranted. The State law should be amended so that title to the confiscated vehicle would vest in the Police Department whose member was responsible for the arrest and seizure.

9. Police Problem at Third and Townsend Streets: The present location of the S. P. Depot at 3rd and Townsend Streets constitutes a barrier which imposes an unusual and unwarranted burden on the Police Department in the attempt to regulate moving traffic. Not alone is the location a detriment from the standpoint of sound policing, but it also presents a hazard to the general public who have occasion to use the streets in the immediate vicinity. One has but to look at the geographical set-up in order that the "awkwardness" of the location of the railroad depot can be seen. To the south of the depot and its yard and tracks is the great industrial area known as the Potrero District. Access to this district from the northerly side of the railroad depot and its yard and tracks is generally by one avenue--Third Street. True there are other streets which cross over the railroad tracks which lead to the Potrero District, but too often they are obstructed by the presence of railroad cars. This means that for "downtown" traffic intended for the Potrero District there is only one avenue open, and this is Third Street. On more than one occasion attempts have been made to alleviate the traffic situation at Third and Townsend by means of police control, by means of traffic signs and signals, and by recommendations for "one way" streets. In our opinion, no substantial improvement can be made in that immediate vicinity so long as the present structural railroad set-up is maintained.

It is the opinion of this Committee that the plan recently recommended in the report of the Traffic Committee concerning the S. P. Terminal be given full support, in the hope that immediate action be taken thereon by said company.

10. Communications Received by Committee: All communications received by this Committee have been investigated by the appropriate department of our City government. They are now on file.

11. Recommendations of the Police Committee of the 1952 Grand Jury: We are studying said recommendations, and at a later date we will give our suggestions thereon. We are of the opinion that for the present the foregoing recommendations will be sufficient to activate the responsible agencies of our State and local agency in order that San Francisco may move upward and onward with its traditional courage and efficiency.

Respectfully submitted,

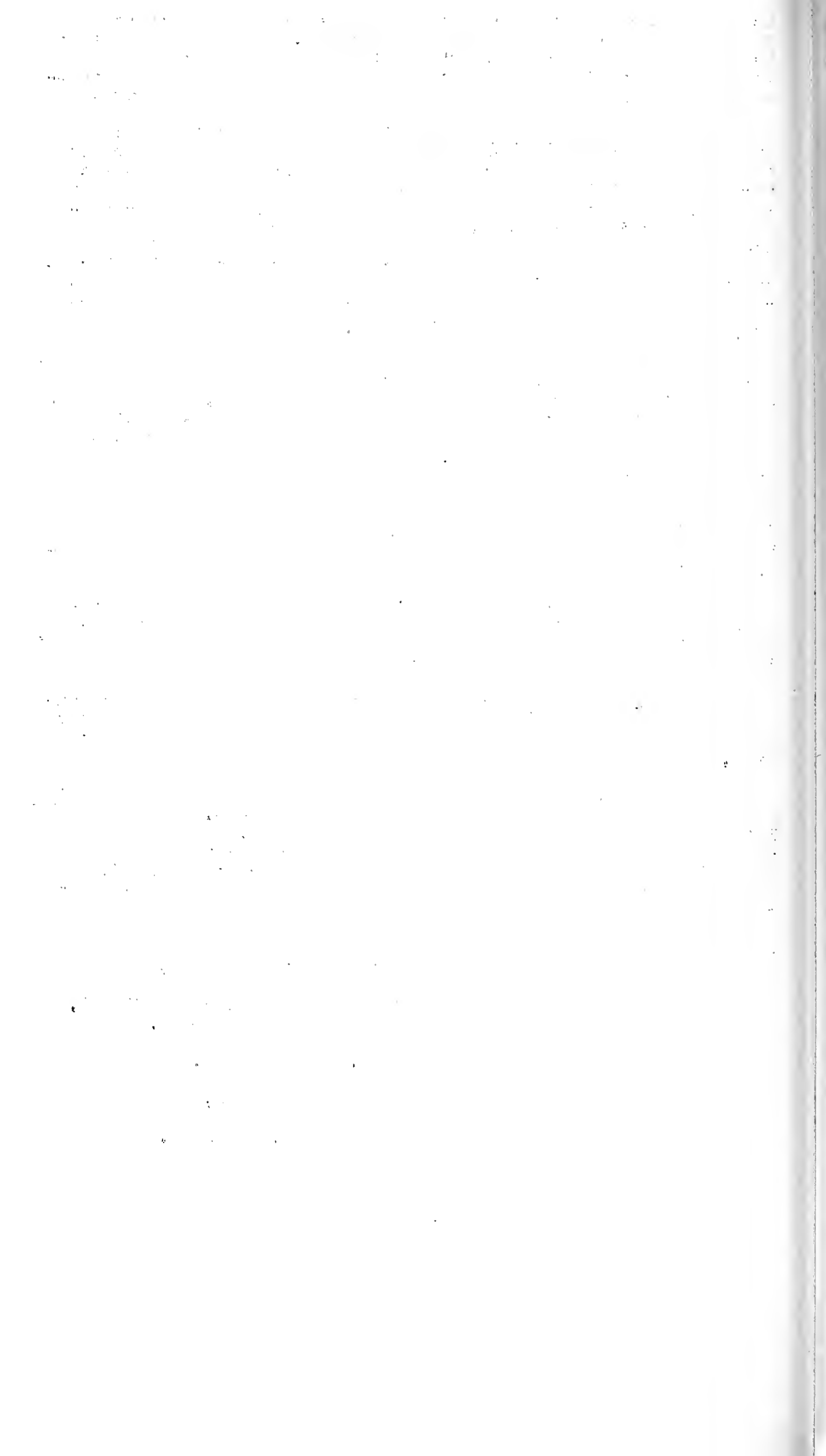
COMMITTEE ON POLICE DEPARTMENT,  
CORONER, LIQUOR PERMITS.

H. CLAY BERNARD,

MARCEL HOCHEDÉ,

WALTER W. MOHRDICK.

oOo



A D D E N D U M

This Committee respectfully requests that the memorandum attached hereto, titled "Current Crime Data for San Francisco" be accepted as a part of the foregoing first quarter report.

Your Committee requested the data contained in this memorandum from the Chief of Police, and we feel that it substantiates and points up the seriousness of the suggestions given in our report.

COMMITTEE ON POLICE DEPARTMENT,  
CORONER, LIQUOR PERMIT.

H. Clay Bernard, Chairman,  
Marcel Hochede  
Walter W. Mohrdick.





Office of the Chief of Police  
Hall of Justice

March 25, 1953

Memorandum re: Current Crime Data for San Francisco

The following comments are designed to present a brief picture of the magnitude, nature and trend of police experience in San Francisco particularly during the last year and the first two months of 1953.

To preface the statistical data, the readers attention must be directed to the following propositions that are generally accepted by police authorities throughout the country.

1. The best available source of statistical data regarding crime in this country is found in the Uniform Crime Reports of the F.B.I. These reports are issued semi-annually in Washington, D. C.

2. The best means of evaluating the progress made by a local police force in its attempt to control crime is to compare the local statistics over a period of time. This is important due to the fact that significant differences result from such factors as population, geographic location, economic and social custom, etc.

3. The most reliable index to crime activity is to study what are known as the Part "I" Offenses as classified by the F.B.I.

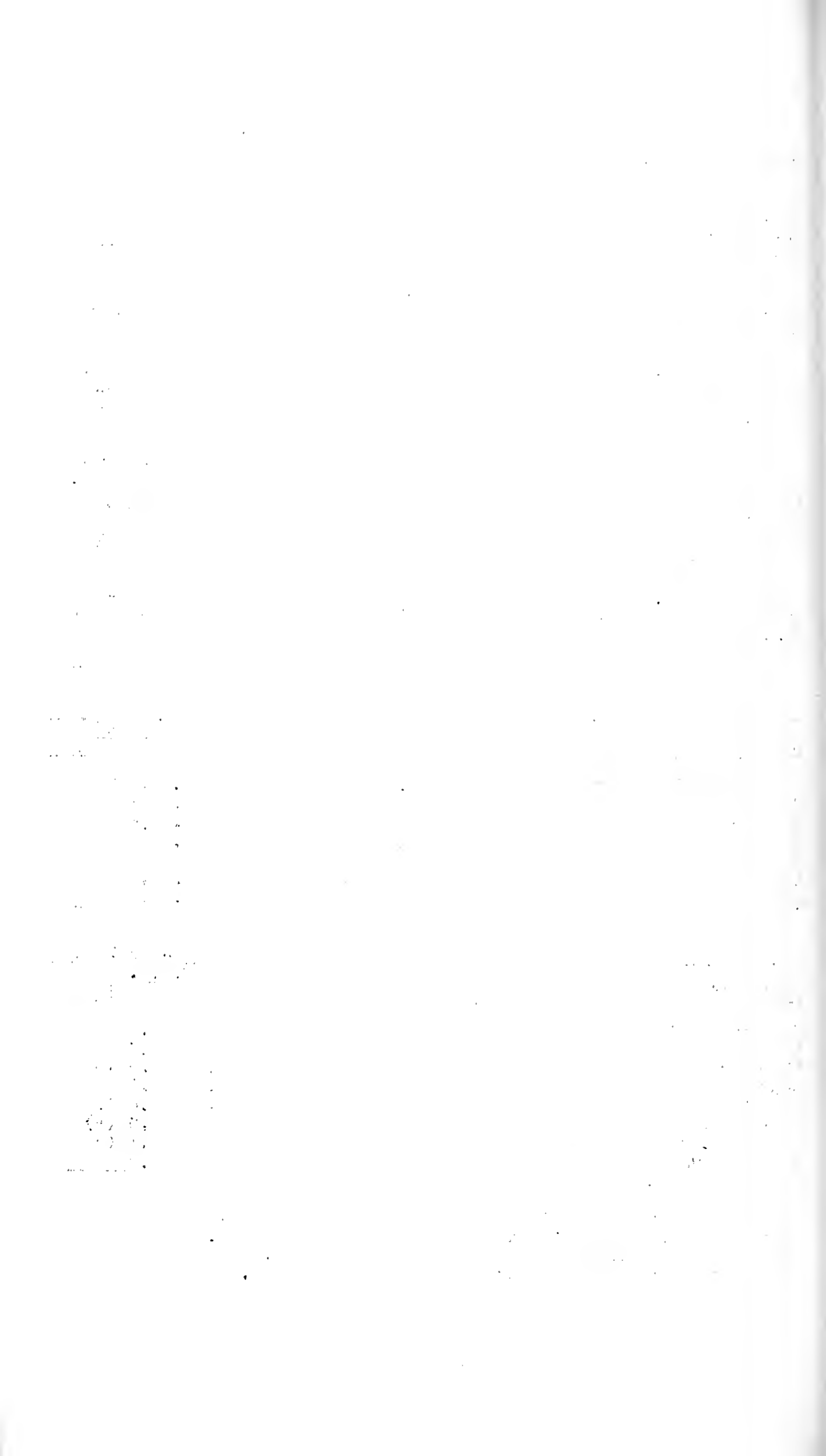
CRIME TREND IN SAN FRANCISCO AS COMPARED TO THE NATION  
(For the year 1952 and 1953 only)

Part "I" Crimes	Per cent, change 1952 to 1953	
	San Francisco	Nation as Whole
Murder-Manslaughter	p. 16.7	p. 4.3
Rape	p. 9.6	p. 2.6
Robbery	p. 4.0	p. 11.6
Aggravated Assault	p. 10.9	p. 11.8
Burglary	p. 6.9	p. 8.7
Larceny	m. 7.7	p. 7.5
Auto Theft	m. .3	p. 9.3
	p - Plus	m - Minus

CRIME TREND IN SAN FRANCISCO FOR MONTHS OF JANUARY-FEBRUARY

Part "I" Crimes	Offenses Reported to S.F.P.D.		
	1952	1953	Change in %
Murder-Manslaughter	18	14	m. 22.0
Rape	38	30	m. 21.0
Robbery	226	237	p. 4.9 (a)
Aggravated Assault	106	124	p. 17.0
Burglary	734	922	p. 25.6 (b)
Larceny - Grand Theft	176	190	p. 8.0 (c)
- Petty Theft	1650	1701	p. 3.1 (d)
Auto Theft	723	852	p. 17.8
	p - plus	m - minus	

- (a) Increase primarily due to residence robberies.
- (b) Increase primarily due to apartment burglaries.
- (c) Increase primarily due to purse-snatching.
- (d) Increase primarily due to thefts from autos.



NOTE: The department statistics show an over-all increase in total criminal complaints for the first two months of 1953 as compared to 1952 of 5.9%.

Traffic engages a large portion of total police activity; hence the following data is in order to present a rounded picture of police activity.

TRAFFIC EXPERIENCE IN SAN FRANCISCO FOR JANUARY-FEBRUARY			
TRAFFIC EXPERIENCE IN SAN FRANCISCO FOR JANUARY-FEBRUARY			
Action Reported	1952	1953	Net change
<u>Motor Vehicle Accidents</u>			
January	1577	1512	-65
February	<u>1403</u>	<u>1306</u>	<u>-97</u>
<u>Casualties Resulting From</u> <u>    Motor Vehicles</u>			
January	586	545	-41
February	<u>503</u>	<u>452</u>	<u>-51</u>
	<u>1089</u>	<u>997</u>	<u>-92*</u>

\*the reduction in pedestrian injuries accounts for 37 in this group.

POLICE TRAFFIC ENFORCEMENT ACTIVITY JANUARY-FEBRUARY			
Enforcement Action	Citations issued or Arrests Made		
	1952	1953	Change(%)
Moving Violations	12416	14596	p 6.0
Non-moving Violations	803	876	p 9.1
Parking Violations	<u>113804</u>	<u>110344</u>	m 3.3
T O T A L	127023	125810	
		Overall	change m 1.0
	p - plus	m - minus	

One item deserving particular attention is the driverless runaway car. Jan.-Feb. of 1953 registered the greatest number of such incidents. since the Traffic Bureau has been keeping records. There were 119 such accidents. The police department has maintained enforcement pressure in an effort to control this particular menace. It can only be eliminated when the entire motoring public becomes aware of the danger and remains constantly alert when parking a vehicle unattended in hilly areas.

ARRESTS BY THE POLICE FOR VICE VIOLATIONS, S.F.P.D.			
(January and February of years indicated)			
Offense	1952	1953	Change
Prostitution	193	217	p 24
Gambling	179	24	m 155
Narcotics	133	123	m 10
T O T A L	505	364	m 141

TOTAL SERVICES BY THE POLICE FOR REPORTED OFFENSES			
(January-February of the years indicated)			
Action Taken	1952	1953	Change
Personal Arrested	13126	13216	p. 90
Complaints Received	14668	14810	p. 142
Services Rendered	26082	27171	p. 1089



SECOND QUARTER REPORT -- PERIOD ENDING JUNE 30th, 1953

San Francisco, California.

To the Honorable  
The Grand Jury of the City and County of San Francisco.

Gentlemen:

Your Committee on "Police Department, Coroner and Liquor Permits" composed of Marcel R. Hochede, Walter W. Mohrdick and the undersigned, wish to submit the following as their (1) observations (2) findings and (3) recommendations for the period April 1 to June 30, 1953.

POLICE DEPARTMENT

During the last quarter we have continued to work very closely with Chief of Police Gaffey and his men. We feel that our Police Department has made strong inroads into curbing the B-girl, prostitution, narcotic and vice conditions in our city, and that every effort will be made to continue this vigilance.

During this quarter fifty-two young men were sworn in as new members of the San Francisco Police Department. This was the first group to be accepted as recruits from the present civil service list. This represents the largest group of candidates that has been received into the department at one time for several years. The current civil service list contains the names of 196 eligibles. It was necessary, however, to screen 96 of these names before the 52 men were accepted and found ready to serve the people of San Francisco. There are still 65 vacancies in the ranks. A few of these are due to the fact that a few members are still on leave with the armed services and will return when released from active duty. As the present recruits are processed through the police academy, additional eligibles will be drawn from the civil service list to return the police department to full strength. The department has not been at full authorized strength since 1940.

Operation at full authorized strength will inevitably result in an overall improvement in police services. For the first time in several years the administration will have a freer hand in the assignment of personnel so as to apportion the available manpower among the areas of responsibility according to current need. For a number of months patrolmen have been required to work in excess of the basic work-week so as to offset in some degree the manpower shortage. This has been a stopgap expedient but does not correct the deficiencies that exist. With full strength, the chief will be able to grant normal watches-off to all members, thereby allowing them to obtain proper rest; hence they will return to their respective duties with renewed energy and vigor.

During the last month or two, appointments have been made to fill all vacancies in the supervisory ranks. This action was forestalled due to the overall manpower shortage. However, it is the opinion of this Committee that with all positions filled in the superior ranks, then, and only then, will adequate direction be given to the patrolman in the field. The new men are in particular need of proper guidance so that they are indoctrinated in the spirit and tradition of police service as it is accepted by the people of San Francisco.

The present training program at the Police Academy, whereby the recruit is being indoctrinated in the ideal approach to his career in public service, is to be commended. The more the police officer becomes aware of courtesy and service the more secure will be his position in the mind and heart of the public he is sworn to serve. Knowledge of penal laws and physical agility are not the sole marks of a peace officer. The present intent of the Chief and his aides to sell the tradition of the service to the new members of the force and renew the concept in the minds of the older officers in one that should produce real and lasting results.

Department records show a continuing action to control the mounting traffic problem in this city. The police department has



been unrelenting in the attempt to move traffic quickly and as safely as physical limitations permit. The courts have been cooperating in this matter, and while the present solution to the congestion problem is far from a happy one, it represents the sane attempt to live with a physical problem until additional parking space and freeways are provided to reduce the traffic pressure. It is this Committee's studied opinion, however, that the congested downtown area could be further relieved without waiting for 1200-car garages by the very simple act of enforcing to the fullest extent of the law any and all traffic law violations. Much of the congestion now experienced on our downtown streets is a result of pile-ups caused by cars waiting to enter the large garages. Examples can be cited at the 450 Sutter St. Building and the Union Square Garage, where the pile-up of cars waiting to enter the garages ties up moving traffic to such a degree it requires police department personnel to handle the waiting cars. It seems to us that with the still existing manpower shortage in the department, these men should be released for more important duty and proper legislation be passed to compel the owners of these garages and other enterprises made to maintain special police to take over these duties.

Your Committee would like to make the following suggestions regarding two police department procedures:

A. Eliminate "meritorious" as a basis for accumulating points in a promotional examination. Meritorious acts are now rewarded by (a) money; and (b) points which may be used in promotion. The money award is sufficient. The award of points penalizes the candidate for promotion who has been "unlucky". He just wasn't there when the act upon which the award was based was committed. It gives an unfair advantage to the Bureau of Inspectors who are much more advantageously situated to "go in" on the bigger cases. Some desk men and officers in outlying districts may put in their entire careers and never run into a situation calling for a meritorious award. Too, personalities may enter into the consideration of the award, as it is decided by all civil service captains after the candidate has submitted his case. Then, after the captains have voted by secret ballot, the civil service commission awards points, which may be at complete variance to the act of heroism upon which the award is predicated.

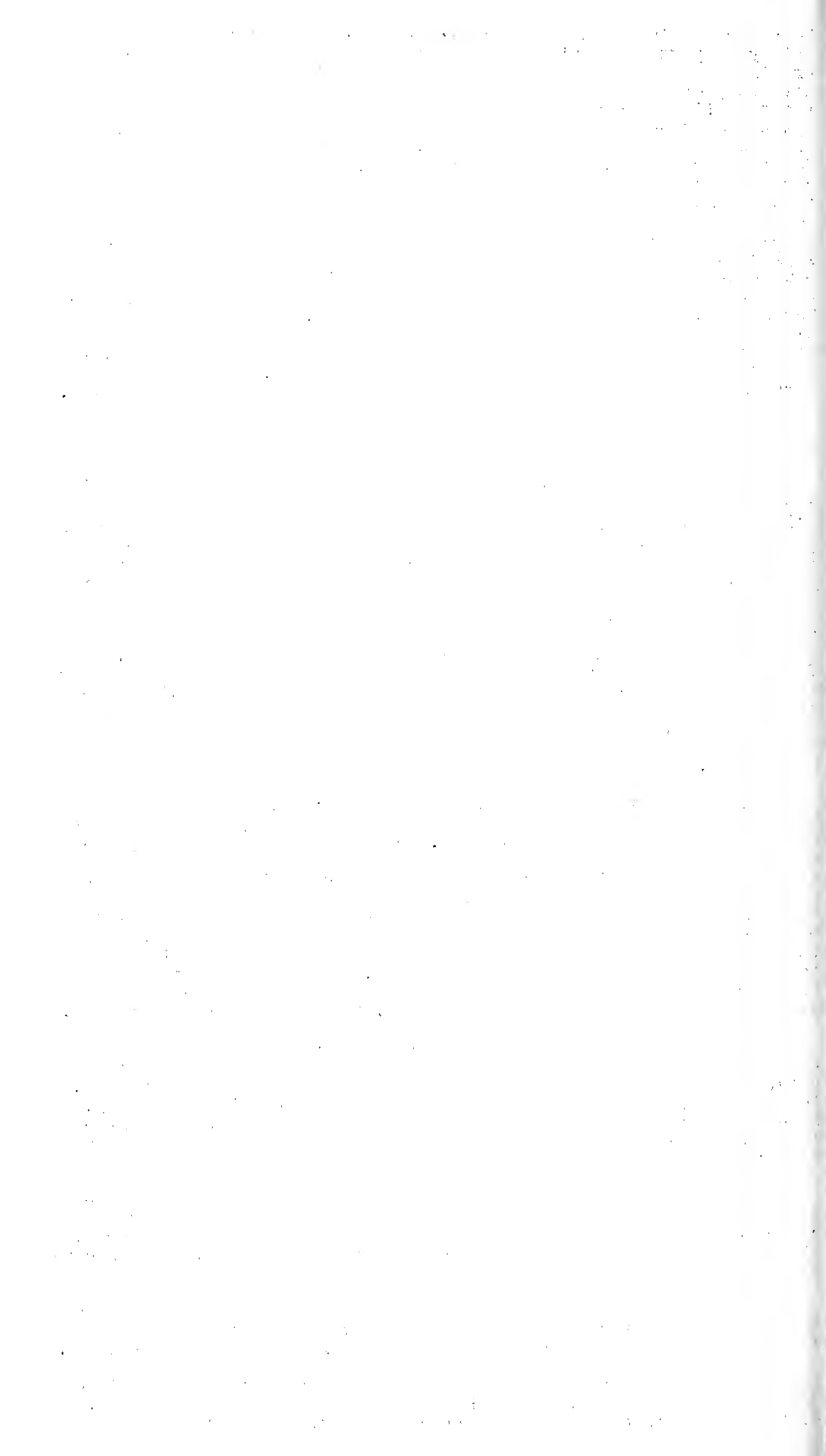
B. Establish a Police Uniform Supply Department. Uniforms should be handled by the Police Department (also equipment) at cost to the officer plus a 10% handling charge. Rule books call for the property clerk to issue regulation cloth to the man who has it tailored and returns the finished uniform for his captain's inspection before wearing it. Guns, ammunition, clubs, Sam Browne belts and other items of equipment should be subject to group purchase plan, which would enable officers to save tremendously--particularly when entering the department as new officers. The rule book calls for this procedure, but it is not adhered to. Cloth now being received from most uniform tailors is of inferior grade--not of department specification. The average cost is \$85.00, and it wears out rapidly.

Further, it was noted from the report of the 1952 Grand Jury that in case of loss of uniform or equipment in the line of duty, no provision is made to compensate the officer for such loss. No recommendation was made to correct this by the 1952 Grand Jury; however, they did go on record as saying it was unfair. We, therefore, would like to recommend that provision be made to compensate officers for such losses.

If we may go one step further, we would also like to suggest that a study be made as to the possibilities for changing the color and design of our San Francisco Police Department's uniforms. It seems to us that San Francisco's finest should be readily discernible from other city and county employees.

We would like to report that we have reviewed the report of the Police Committee of the 1952 Grand Jury and present below a resume of their recommendations with our approval and/or suggestions.

1. That recruiting standards should be maintained at a high level and that the training program should be intensified to assure that every officer is competent to perform any assigned duty.





2. That rates of compensation should be established and maintained at a level that will prove attractive to qualified applicants and provide fair remuneration to those already employed and grant an equitable return to the older officer for long and faithful service.

3. That an active and continuous training program be maintained for all personnel.

4. That more effective and consistent use of disciplinary power, at the disposal of appointing officers, be maintained during the probationary period. This is the time when borderline officers should be weeded out of the department.

5. That a "Planning and Research Unit" be formed (when the department is at full strength) for the purpose of guiding operations to meet the many demands for police service and policy decisions. Assignments to this unit should be made with the provision that they not strip the line divisions of needed personnel at any time. Assignments to be made by the Chief of Police.

6. That a "Public Relations Unit" be formed to centralize the preparation, evaluation and release of essential information of a police and public service nature.

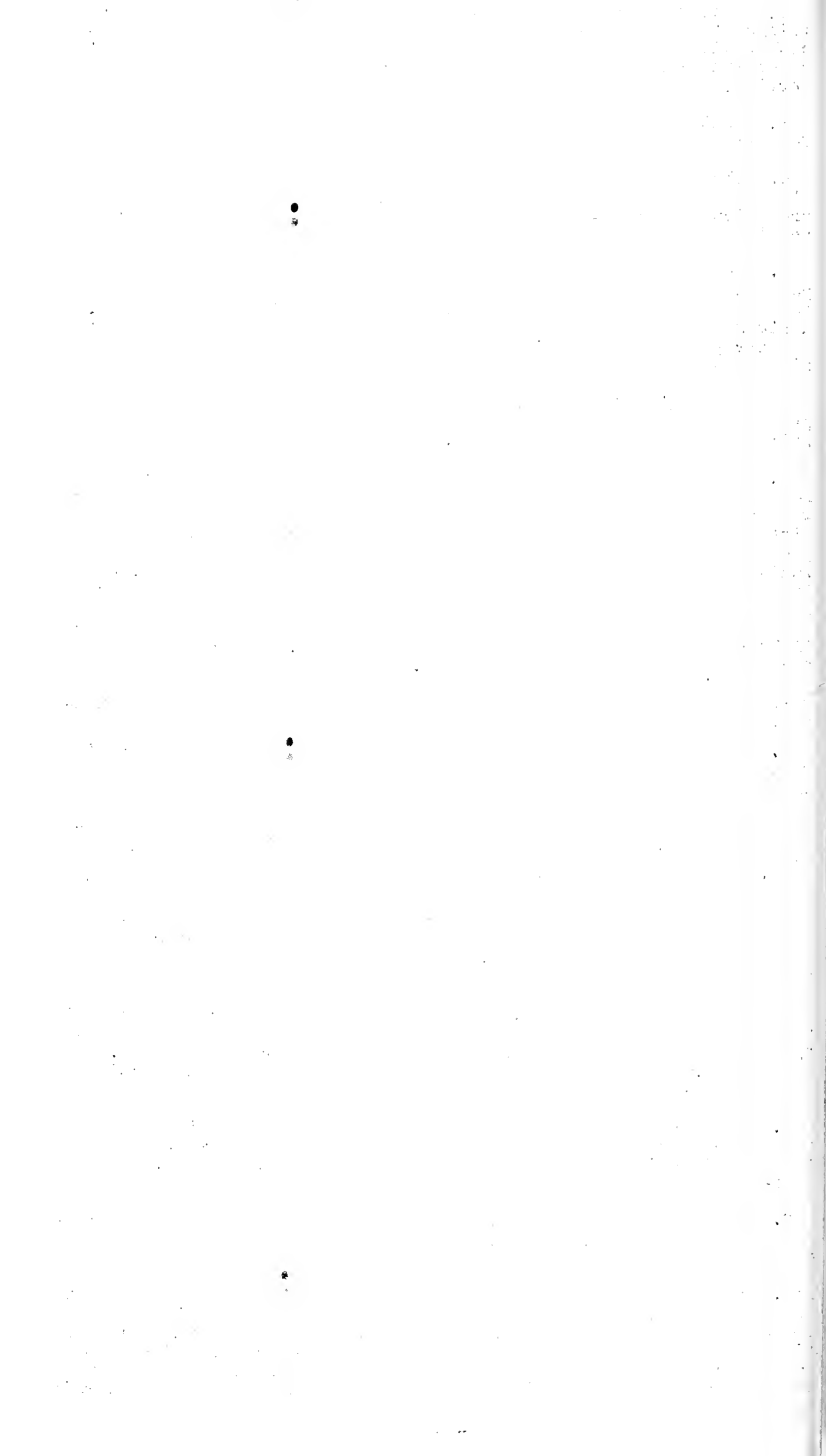
7. That specialized assignments should be made by the Chief of Police rather than be subject to civil service selection. Officers who have demonstrated ability to perform other duties (such as assistant to the criminologist, to mention one). Further, that some provision should be made to provide for a salary increment which would be payable to such officers only when actually performing the types of duty that justify the specialized classification. This Committee has not had the time to fully explore this situation, but we feel it should be given careful study and that the actual establishment of such assignments would depend, too, on certain policy declarations by the Chief of Police. In any case, the number of such specialized positions should be limited. The 1952 Committee felt ten to twelve special assignments would seem a reasonable number.

8. Under the heading of "Patrol Services" in the 1952 report it was stated that it was found the change to one-man patrol cars and the subsequent release of 44 officers for foot patrol work had worked out satisfactorily. The Committee had a consultation with the Chief and his immediate aides and it was felt that more effective patrol may be forthcoming if there was an additional means of motor transport. Due to the physical pattern of certain of the city's districts, the Chief last year devised a plan of using three-wheel motorcycle units in each police district to augment the foot patrols. The Chief believes more assignments of this nature would materially improve the quality of patrol coverage available in residential areas. The Committee, therefore, recommended that budgetary support be assured to carry this program into effect, and this Committee concurs in that recommendation. We further recommend that to add to this patrol service, those in clerical jobs and other jobs in and around the Hall of Justice and the precinct offices be covered by either civilian employees or women where it can be effected, thus allowing greater coverage in police duties in enforcement sections of the department.

9. That the former administration practice wherein district commanders were subject to annual rotation should be renewed. It is this Committee's opinion that this should be done, however, on a semi-annual basis instead of annually.

10. That a centrally located library be developed so that all members of the force may have the opportunity to study and keep abreast of the trends and developments in their profession.

11. That careful study be made of the recommendations and request for consideration of a bond issue in the Chief of Police's Capital Improvement Program for the Fiscal Year 1953-54. This bond issue to finance the construction of a new and badly needed Hall of Justice. Cost of remodelling the present Hall of Justice would be prohibitive and impractical. The design of the present building would not permit



adequate working space nor facilities even if the cost were within reason. The Chief of Police has also asked that provision be made in the bond issue for construction of a Police Academy and Training Facility. We feel that this is of major importance if we are to maintain the type of police department our citizens expect.

In this Committee's first quarterly report we stated that the state law regarding title to confiscated motor vehicles seized in narcotic arrests, when arrests are made by the local police department, should be amended so that the title to the confiscated motor vehicle would vest in the Police Department whose member was responsible for the arrest and seizure. We have noted that no action was taken in the Legislature and suggest that this matter be referred to the succeeding Grand Jury to be placed again before the Legislature which convenes in 1955.

## CORONER

During the latter part of the first quarter and the first part of this quarter this Committee made it a point to investigate to some degree the Coroner's office, which under pressure of other business we had been unable to explore in the first quarter. During this period appointment of a new coroner to succeed Dr. John J. Kingston, who resigned September 1, 1952, was under discussion. It was found that this position is filled by civil service examination. Some question arose as to whether the examination should be limited to the medical profession or opened to others. It was decided that the examination should be limited to those of the medical profession and the office went to Henry W. Turkel, M.D. We are in full accord with this action and recommend that this office be limited to the medical profession in the future as well as has been the case during the forty-year history of the San Francisco Coroner's office and that legislation should be undertaken to assure this.

We have met and talked with Coroner Turkel. He was most cooperative in explaining the functions of his office and department. The following are the observations, findings and recommendations of this Committee on a very little known but important part of our city government:

We found that the duties and functions of the Coroner's office are regulated by state law. It is the duty of the Coroner to investigate and determine the cause of death under the following circumstances: homicides; suicides; deaths due to accident; directly or indirectly due to injury or violence; without medical attendance when a person is not under a physician's continuing care, or when a physician is unable to state the cause of death; when there are grounds to indicate that death was directly or indirectly caused by the criminal act of another person. Under any one of the above circumstances the coroner or his deputy goes to the scene of death and makes investigation as to the physical factors at the scene. He has the authority to take possession of the body and to order post-mortem examinations or autopsies for the purpose of determining cause of death, which is not always determinable from outward appearances. He may also, when circumstances warrant, conduct an inquest. For this purpose he is empowered to subpoena witnesses and jurors. He places medical evidence, resulting from his findings at the time of death and testimony of witnesses and investigators before the jury. After all evidence and testimony has been presented to the jury and if they have cause to believe a crime has been committed they so charge in their verdict, stating the name of the person suspected of the crime. It is then the obligation of the coroner to issue a warrant for the arrest of the suspect. The suspect is then brought before a judge and a preliminary hearing is held.

Of more importance, perhaps, to the average citizen, is the circumstance wherein he may find himself in contact with the coroner's office through loss of a loved one. Such circumstances are more frequent than the criminal case. In 1952 in the City and County of San Francisco there were 9,754 deaths. Of these, 2,364 came under the jurisdiction of the coroner, which is 24% of the total number of deaths. Of this 24%, only a small percentage were cases involving crimes.



In 99% of the cases coming to the coroner, autopsies were ordered to determine the cause of death. While the autopsy procedure may seem unnecessary and revolting to many people, it has been proved scientifically to be the truest means of ascertaining the exact cause of death. There are many cases on record to prove this

It has come to our attention that pressure is being brought to bear in our state to change the present coroner system to a medical examiner system; a system in widespread use in the Eastern United States. We have investigated and found that the difference between a coroner system and the medical examiner system lies in the fact that (a) the medical examiner must be a physician; (b) investigation at the scene of death must be made by a physician (our system permits responsibility for such investigation by a trained lay-investigator); (c) the medical examiner system does away with the coroner's inquest. The inquest is a most important function of the system. Aside from the three differences stated above, the two systems are practically identical. Statistics will prove that California's coroner system, and particularly San Francisco's office, far surpasses the quality and accuracy of work performed under other states' medical examiner systems. We have learned that the San Francisco County Medical Society has made a recommendation to the California Medical Association that there should be a change to a medical examination system in California supplanting the coroner system. The California Medical Association has passed such a resolution. Also, the San Francisco Board of Supervisors has had discussions before it in that same direction. The Civil Service Commission of San Francisco has on other occasions in the other direction, suggested that the coroner should not even be a physician. Inasmuch as the matter is presently actively being discussed and it would appear that no active investigation of the conduct of the San Francisco coroner's office has been made, it is felt that this should be done in order to set forth the merits and successful function of the coroner's office in San Francisco as it now exists. To go further in support of our present system, we would like to point out the value of inquests as required under the coroner's system. One of its most valuable assets is its function as a part of the check and balance system of government (which is evident in all phases of our democratic system of government). In the first place its independent findings which result from the independent investigation of the coroner, make it unbiased. In certain circumstances three official bodies could be involved: the police department, the district attorney's office, and the coroner's office. Each of these departments striving to serve justice, each making its own investigation of available facts to determine whether a crime might be involved. It is hardly likely three independent investigations such as this could result in anything but a full and true presentation of all the facts. While their activities are similar in nature, each supplements the other in effect, each utilizing the specialized skills of its own department, thus assuring that all the facts are brought to light. In addition, while a coroner's jury does not bear the weight of a grand jury, since it only brings charges and does not prove conviction or any proof of guilt, its findings are of value in that testimony taken under oath shortly after death preserves facts before witnesses have disappeared or become confused or forgotten details.

This Committee would like now to bring to your attention some long neglected physical factors in the coroner's office. These facts being a result of personal investigation.

The coroner's office and the county morgue are housed in a building that is 40 years old. The physical appearance and the condition of the available equipment are correspondingly antiquated. The required work is carried out under trying circumstances and considerable handicap. Health and sanitation as understood forty years ago was not such that the present facilities meet even the minimum present day standards.

Ventilation, for obvious reasons, is of the utmost importance. The present system is totally inadequate. That it can be far better is proven by the effectiveness in other morgues, for example, as seen in Oakland. The present conditions are such that it is a frank offense to the sensibilities of those required to work



in the morgue, and at times is virtually intolerable. For reasons of health of employees, if not equally for the dignity to be accorded the remains of persons brought to the morgue, a reasonable ventilating system is urgently needed.

The operating tables are 40 years old, some being already used when purchased by the city in 1914. The tables have caulked seams and improper plumbing. Even present-day home bathroom fixtures are not so made and most of us would not permit such equipment in our homes for reasons of cleanliness. In the case of the morgue such equipment, with caulking, etc., constitutes a health hazard. Body fluids and solid particles collect in these cracks, fluids drip onto the floor and into cracks in the floor tiles and thus offer a constant reservoir for possible spread of disease. Refrigeration is inadequate, with the machines about to fall apart. They have functioned for 40 years now, but only with constant nursing have they lately continued. The capabilities of the machines do not permit utilization of the best practices in preserving and caring for bodies. The condition of the refrigerators is unsightly, with paint and plaster falling from the inside walls onto the storage racks where the bodies lie. There is an immediate requirement for tables, sinks, flooring, etc. of modern construction and in accord with present day health and sanitation requirements.

General repair, equally important, has been inadequate. The entire building is sorely in need of a paint job. The furnishings of the chapel, where families are permitted to view the remains of their deceased, are in such condition that viewing is more often done in a hallway, which is only minutely better in appearance.

Overall, the surroundings do not meet even the poorest to be found in mortuaries throughout San Francisco. A private mortuary having facilities with the age and appearance of those at the coroner's office would probably never be utilized by private families for reasons of respect to their dead, and would undoubtedly have their licenses revoked.

Since most of the inquiries revolve about the deaths of members of respectable families, it is felt that they should be accorded the dignity and consideration that their families would seek for them if they had their choice of mortuaries. Those brought to the coroner's office are so brought under authority of law, and regardless of the reason--criminal, innocent, rich or poor--in death we should be able to expect some dignity and respect. If not for ourselves, for those we leave behind us. The conditions as they exist are a shame and disgrace to the City and County of San Francisco.

Not the least of the discrepancies found in our investigation were those in the salary scale. Particularly in light of the skill requirements. In the coroner's department a man starts as an ambulance driver at \$325.00 a month. After due training and proof of his capabilities, he may become eligible to a position as investigator. As an investigator he has full responsibility for the crew, composed of driver and investigator, and he is responsible to the coroner for all decisions in the field, and he must further be capable of correctly deciding what cases fall within the coroner's jurisdiction. These are often critical and delicate decisions. He is liable that all criminal and evidencial aspects of a case be noted and reported. Despite this, he gets the same pay as the driver whose responsibility in this direction is virtually none. As an obvious result, drivers do not care to work or excel toward ultimately becoming investigators. This is not conducive to wholesome competition, nor is there any genuine reward for work well done.

If, after some years, an investigator proves himself further he may become eligible for the position of chief investigator. as chief investigator, however, he no longer earns overtime, premium or holiday pay and in addition starts at the bottom of the pay scale for the classification of chief investigator. Thus, as a result of his promotion he earns \$1,000 a year less than he did as an investigator. While in the next few years this difference diminishes, he will never earn as much as he did as an investigator. Again, this does not stimulate the personnel toward working to prove





themselves capable and qualified for promotion. This speaks against effective and reasonable supervision of personnel.

We now come to the shocking disclosure regarding the Coroner himself. He receives \$758.00 a month! He is required to be a physician, to be trained in legal medicine or criminology, be conversant with law and legal procedures, be capable of conducting court hearings, using a considerable knowledge of pathology and toxicology and, in addition, be capable of administering a city department on a sound and economical basis. Comparable positions with like duties and requirements in other communities pay from \$1,000 to \$1,250 a month. In addition, those positions allow outside gainful employment, a practice specifically and rightly denied the San Francisco coroner. We are not in favor of divided duties. We are in favor of paying a man of the calibre required for this office sufficient salary to adequately compensate him for his work and talents and one that is equitable with other City and County officers. For your information, we submit the following comparative statistics. They speak for themselves.

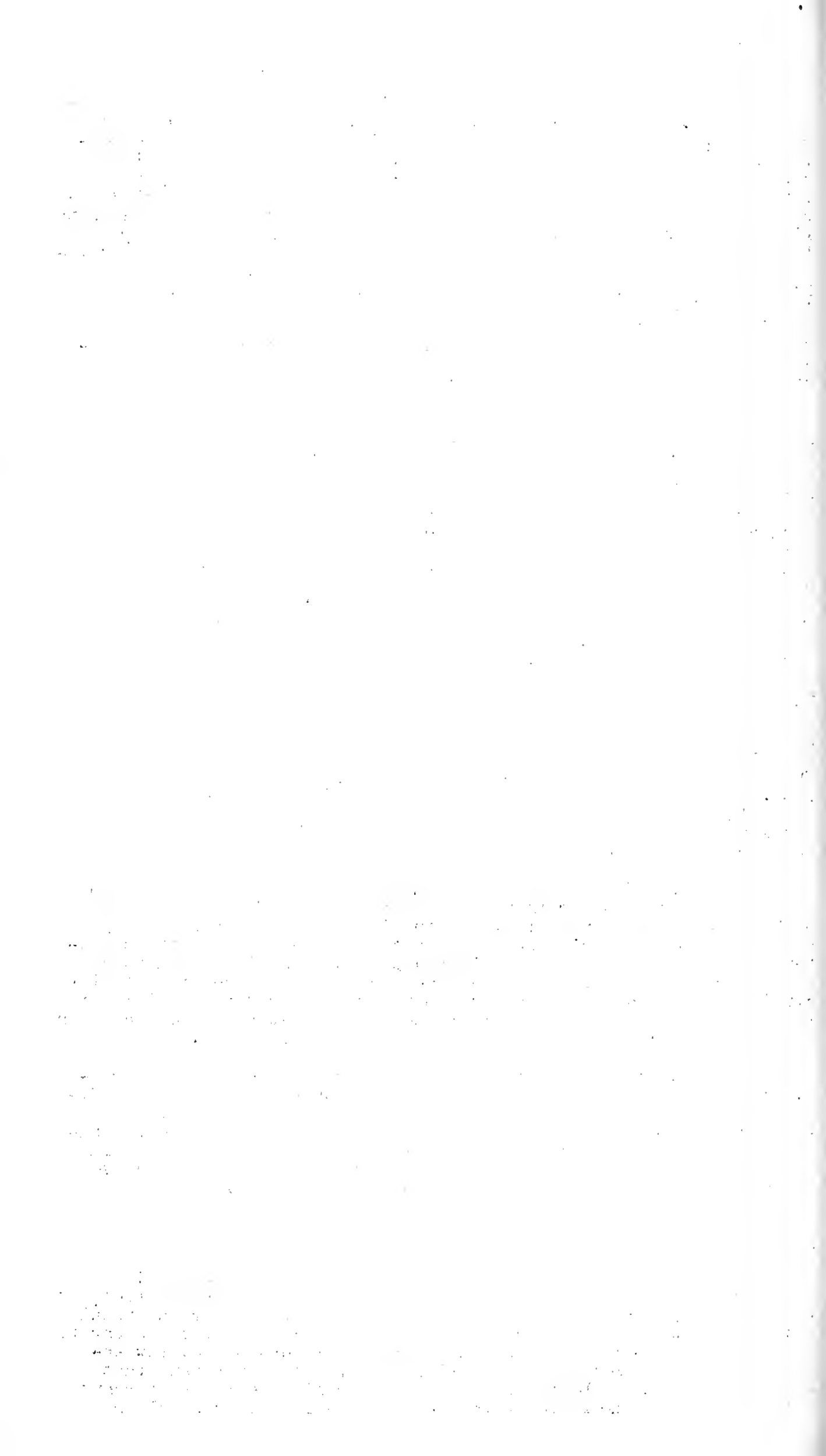
	<u>1932</u>	<u>1953</u>	<u>Monthly Increase</u>
Assessor	\$ 666	\$1400	\$ 734.
Chief Administrative Officer	1000	1700	700
City Attorney	833	1400	567
Controller	833	1400	567
Coroner	666	758	92
County Clerk	666	733	67
Director of Finance & Records	500	933	433
District Attorney	666	1400	734
Health Officer	833	1400	567
Assistant Health Officer	350	1050	700
Mayor	833	1866	1033
Physicians, part time	400	900	500
" " " (minimum pay)	190	600	410
Public Administrator	666	733	67
Public Defender	666	950	284
Purchaser	833	1125	292
Recorder	666	900	234
Sheriff	666	1125	459
Superintendent, S.F. Hospital	583	1000	417
Asst. Superintendent " " "	275	758	483
Tax Collector	666	800	134
Treasurer	666	1025	359
Manager of Utilities	1000	1700	700

In the foregoing table we have taken the comparative years 1932 as against 1953 as they reflect the depths of the depression with the height of inflation. In the interest of equalizing pay scales in the coroner's department and to attract and retain competent men for the positions in this department, it is recommended that appropriate adjustments be made throughout the department (including the coroner) so that as a man advances from one position to the next his actual earnings increase by at least \$30 to \$50 a month rather than decrease as they do in some classifications.

We should take pride in the achievements of our San Francisco coroner's office - achievements made under very trying conditions which would be very difficult to match anywhere else. A survey has revealed that all states and communities are not so fortunate as we in having qualified and skilled personnel in such an important public service. We hope our recommendations will receive the acknowledgment and action they so justly deserve.

#### LIQUOR PERMITS

In our first quarter report we made certain suggestions and recommendations with respect to liquor licensing and control, as follows: (1) Licensees should be made responsible under the penal and civil laws for the misconduct of their employees; (2) A separate state authority or agency to control liquor licensing and law enforcement; (3) Advocated the abolishment of the requirement that food be served by holders of on-sale liquor licenses; (4) Persons selling or dispensing liquor in on-sale establishments should be



licensed. These recommendations and suggestions were brought to the attention of the State Legislature and the Governor, as they fell within State jurisdiction to remedy. It is noted, however, that while we received the full support of all interested parties, the liquor lobby appears to carry more weight with the Legislature than public opinion and the executive branch of our State government and even the newspapers. All bills placed before the Legislature to place the responsibility for liquor control under a separate authority or agency, strengthening the laws now on the books to make enforcement logically possible, or adding new laws to make enforcement possible on either a local or state level having been defeated. One new law was created. This is the law which makes it a misdemeanor to loiter around a bar for the purpose of soliciting drinks. As in the case of all the other laws on the books for liquor control enforcement, it is absolutely useless unless there is a will to enforce it. In connection with the "B-Girl Ban" Bill, Governor Warren took the State Board of Equalization to task, saying he felt there was sufficient legislation on the books to cope with the B-girl problem, but hoped that the new bill would stir the Board into action. We share this hope, but we doubt it.

We would at this time like to take the opportunity to express our thanks and appreciation to those who spoke out in defense of our programs: Governor Earl Warren, State Senator Gerald J. O'Gara of San Francisco, State Assemblyman Caspar W. Weinberger of San Francisco, Paul Leake, member of the State Board of Equalization, Third District, and especially the press of San Francisco who gave the public the facts about the vice conditions that exist in our city and which our recommendations would strive to control.

As a matter of interest, for the next Grand Jury, we are keeping a file of press clippings referring to matters within the scope of this Committee. This file will be submitted with our final report.

It is our hope that these recommendations which we have made will be pursued further during the term of the next Grand Jury and that they will be placed again before the State Legislature which will convene in January of 1955.

#### COMMUNICATIONS RECEIVED BY COMMITTEE.

All communications received by this Committee have been investigated by the appropriate department of our City government. They are now on file.

In closing we would like to say that our review of the 1952 Grand Jury Police Committee report mentions one last recommendation which we strongly support. That is that the time and money involved in preparing the reports of the Grand Juries be given more attention by the local government agencies and the general public. While it is true the limited time of service does not allow for complete studies, it is felt that the weaknesses and defects pointed up by the Grand Jury deserve administrative follow-up.

Respectfully submitted,

H. CLAY BERNARD, Chairman  
MARCEL HOCHEDÉ  
WALTER MOHRDICK.



COMMITTEE ON FIRE DEPARTMENT - DEPARTMENT OF ELECTRICITY.

Date of Visit by Committee: (1st visit, Feb. 18th, 1953).

Members of Grand Jury Present: JOEL H. SPRINGER  
MALACHY RUANE  
TIMOTHY MILONAS

Officials Contacted: Fire Commissioners:  
MR. WALTER LEONETTI, President  
MR. ROBERT H. SCHAEFER  
MR. LEO H. SHAPIRO  
Chief Engineer: Mr. Edward P. Walsh  
Commission Secretary: Mr. Thomas W. McCarthy

The complete Grand Jury Committee met with the above named gentlemen, first on February 18th, 1953, and several visits have since been made with Mr. Thomas W. McCarthy, Secretary of the Commission.

We were informed on February 18th that as of that date, none of the Fire Department bonds, voted by the people of San Francisco last November had been sold. The sale of the bonds has been withheld until such time as proper sites for new fire houses, materials, etc. have been made available. The bonds are to be sold as the Fire Department program progresses.

Sites for all new fire houses have not as yet been completely selected. Some new fire houses are now under construction and are due for completion during the current fiscal year, 1953-54. Work is progressing on the reconstruction, renovation and rehabilitation of several fire houses now in existence to bring them up to date in construction and modernization, this work to be paid for out of the bond issue herein mentioned.

Chief Walsh informed our Committee that several pieces of Fire Department apparatus, particularly fire trucks, have been equipped with two-way radios, which enables Headquarters or Fire Chiefs to keep in direct touch with the apparatus, while rolling or away from their stations; thus such apparatus can be dispatched to another location or ordered to return to their stations. This two-way radio program is progressing and it is expected that all fire apparatus will be so equipped at some future date.

Your Committee recommends that consideration be given to the ventilation of fire houses. It is required that each fire house "warm up" the apparatus motors at 8:00 a.m. and at 6:00 p.m. each day. A number of fire houses, it appears, do not have sufficient doors or windows to allow the fumes to be carried off very rapidly, with the result that the carbon monoxide fumes permeate the fire houses throughout, including sleeping quarters. It is the thought of this Committee that some style blower or suction equipment might be installed to carry off these injurious fumes.

FIRE BOATS: The two fire boats servicing the waterfront, your Committee is informed, will cost an estimated total of \$474,000 for maintenance and operation during the current fiscal year. The San Francisco waterfront is controlled and operated by the State of California, under the direction of a State Board of Harbor Commissioners. The State of California pays one-half of the maintenance and operating costs, while the City of San Francisco pays the other half, each amounting to \$237,000.

FALSE ALARMS: During the fiscal year 1951-52, there were 11,358 fire alarms responded to by the Fire Department. Of this total, 4,829 were bell alarms and 6,529 were still alarms. Of the over-all total alarms, 1,504 were false alarms, which is over 10% of the total. During the past year the San Francisco Fire Commissioners succeeded in having the California State Legislature enact stiffer penalties for false alarms.

At the present time these penalties are: for a felony (wherein injuries, death or property loss occurs) one to ten years



imprisonment; for a misdemeanor (where there are no injuries, death or property loss) the penalty is a \$500 fine and one year imprisonment. We believe that these penalties should be publicized from time to time in the daily newspapers, so that the public may be informed as to what can happen upon arrest and conviction for this serious offense.

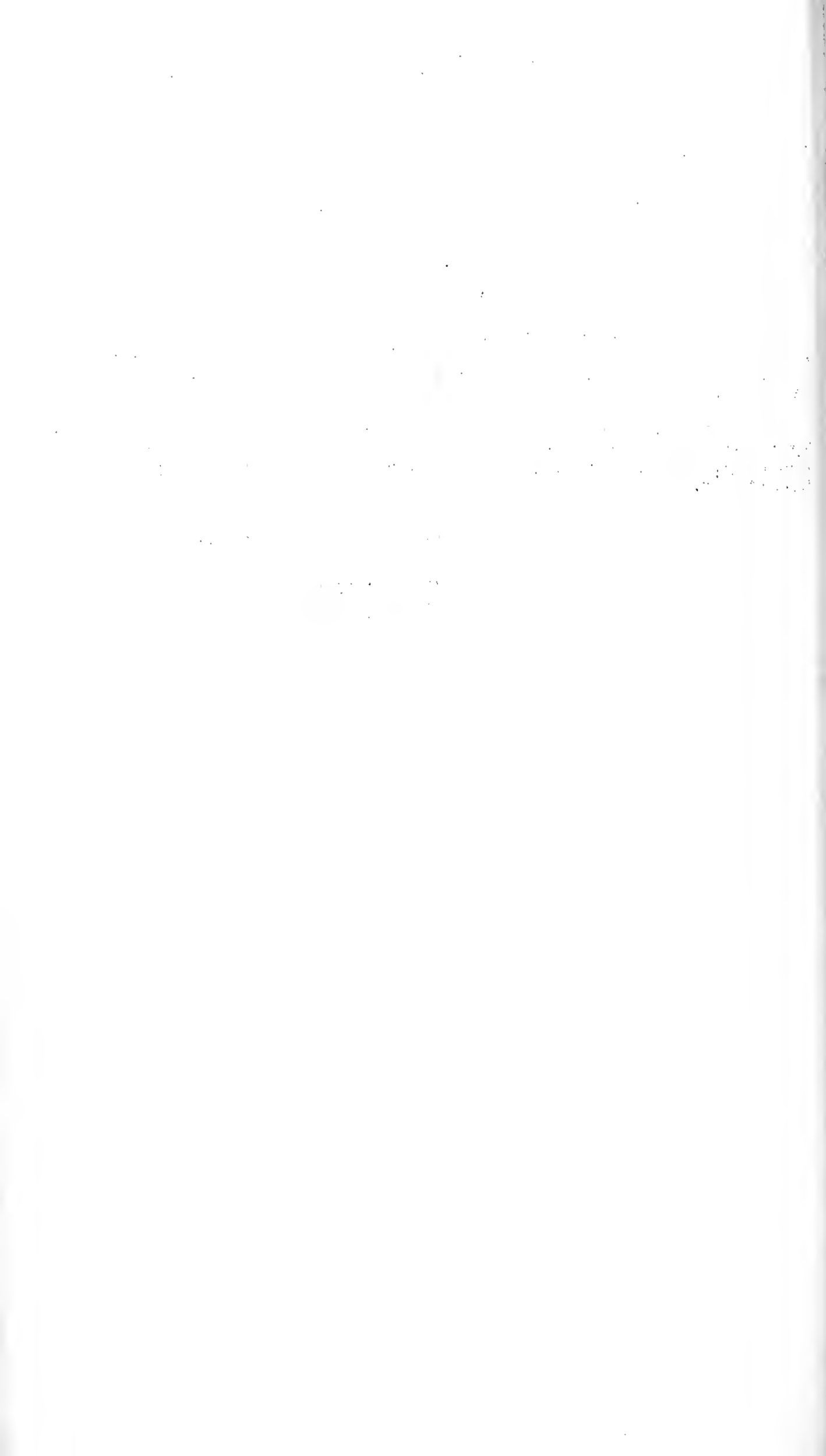
Your Committee also had the pleasure of meeting Dr. William O'Grady, Physician for the S. F. Fire Department. Dr. O'Grady gave the Committee a report for the week ending February 17th, which showed that with more than 1,700 people connected in one way or another with the Fire Department, there were only 10 absentees due to illness. We believe this is a very commendable record, with considerable credit due Dr. O'Grady.

The long-range program of the Fire Department, covering purchase of new fire apparatus, new fire houses, rehabilitation, reconstruction and modernization of older ones, is gradually progressing.

The efficiency of the San Francisco Fire Department recently resulted in a reduction in insurance rates on certain types of property, and speaks well of the program now in progress by the Department.

Respectfully submitted,

JOEL H. SPRINGER, Chairman  
MALACHY RUANE  
TIMOTHY MILONAS





FINAL INTERIM REPORT, COMMITTEE ON HEALTH DEPARTMENT, HOSPITALS,  
LAGUNA HONDA HOME, HASSLER HEALTH FARM

October 19, 1953

Mr. Emil K. Bender, Foreman  
1953 Grand Jury, City & County of San Francisco  
City Hall  
San Francisco, California.

Dear Sir:

Your Committee for the Health Department submits herewith its final interim report for the year 1953. We wish to acknowledge with appreciation, and give due credit to, Mr. Frank Fitzgerald, former chairman of this Committee, for much of the material and data gathered and utilized in this report, but the conclusions are, of course, those of the remaining members of the Committee. We wish to inform the Grand Jury that this report has been in course of preparation for the past three weeks, and that our conclusions were reached and recommendations recorded prior to the current publicity appearing in the public press. We are pleased to note and report that some of the matters to which we refer in this report appear to be receiving attention from appropriate officials and that there is good prospect that out of these discussions and revelations will come lasting benefits to the Department of Public Health and the City and County of San Francisco.

It should be understood by the people of San Francisco that many provisions of its charter are outmoded and out of date and that public officials who must operate within its framework and legal restrictions encounter delays, confusions and frustrations not anticipated at the time of its adoption. There is present also, division of authority, which may have originally been intended to provide checks and balances, but which in practice provide opportunities for evasion of responsibility.

The preparation and adoption of the Health Department budget serves well to illustrate this point. The original estimates are prepared by the Health Department director and then pass in review before the Chief Administrative Officer, the Mayor and the Board of Supervisors, each of whom may delete items but may not make additions thereto or restore items previously deleted. Thus, everybody's business becomes nobody's business; whereas, if one agency had full responsibility it could better inform itself fully as to the needs and requirements and act in accordance with its findings.

It is the belief of this Committee that the head of the San Francisco Health Department and his executive staff are men of ability, competence and integrity, and are motivated by the highest and most humane considerations in the approach to their tasks and the discharge of their duties. Obviously this is not a conclusion reached after lengthy investigations and deliberations, since our opportunity for appraisal has been somewhat limited; however, only a casual examination of the physical plants at the San Francisco Hospital and Laguna Honda Home is needed to conclude that these institutions cannot possibly extend even the minimum services expected and required of an enlightened and modern society if it is to meet its responsibility to its citizens. It is, we believe, an accepted principle that cities and counties must care for their helpless and unfortunate citizens. If the City of San Francisco accepts this responsibility and undertakes to meet it, its people and elected officers must become aware of the price to be paid and must not be allowed to evade the responsibility.

The Board of Supervisors is the direct representative of the people of San Francisco, and we must look to them to inform themselves, through appropriate committees, of the over-all needs of the various city departments, and to take the lead in working for the attainment of their objectives. There is substantial evidence to suggest that the San Francisco Board of Supervisors is woefully ignorant of the needs and requirements of the San Francisco Hospital and Laguna Honda Home, making only infrequent visits to the plants, and then only at a time and in a manner calculated to redound to their own political advantage.



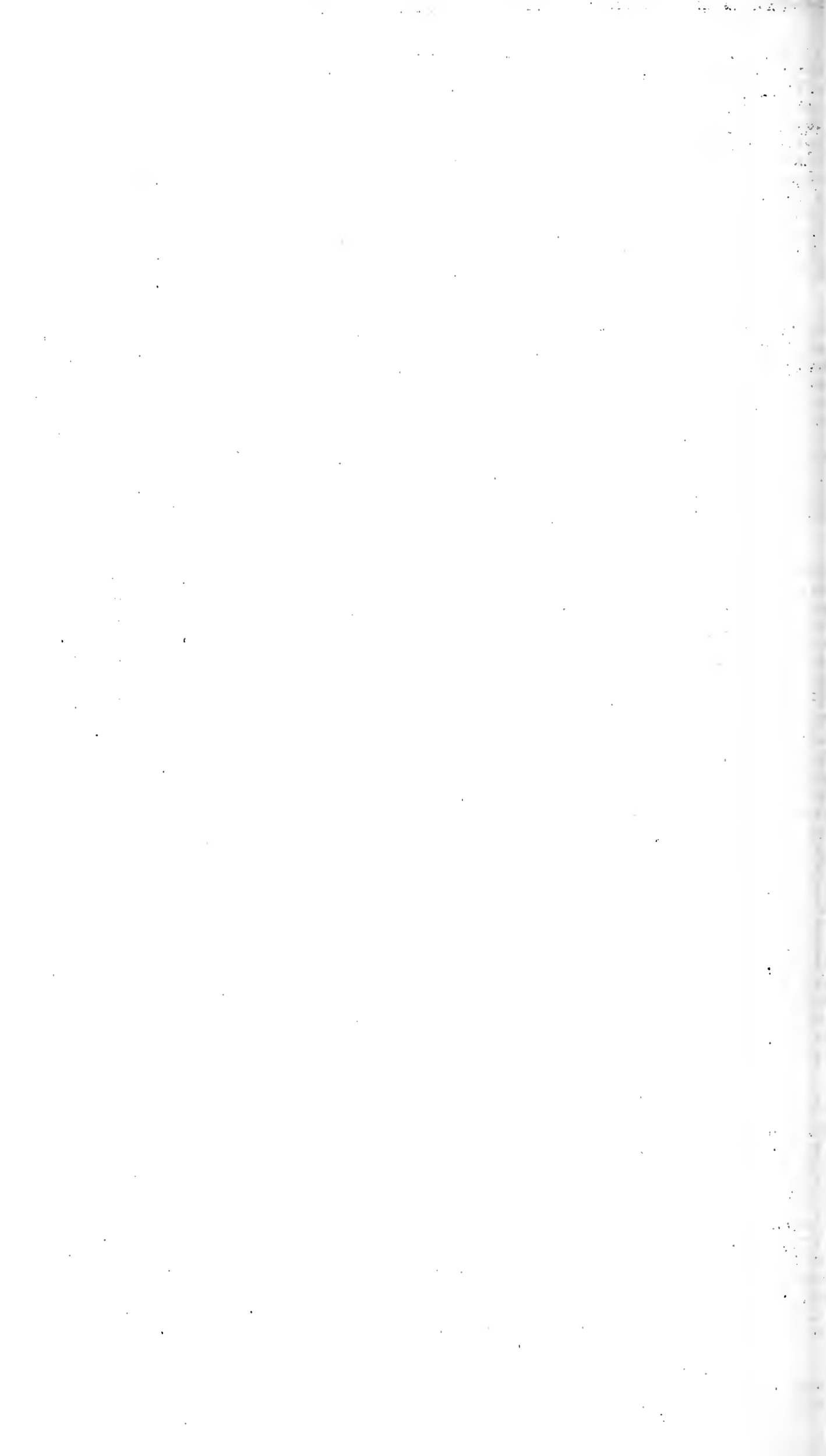
It should ever be the moral--or better, the legal--requirement that each supervisor, budget officer and a representative of the mayor's office, visit these plants at least once a year for a careful and thorough study and inspection in order that they may be prepared to deal intelligently with the problems affecting them and with the budget submitted to them. It would be folly to presume that laymen, through casual and hasty inspections, are qualified to provide the answer to the question: "What is needed to bring these institutions to a point and level where normal services may be rendered?" Lack of proper maintenance is clearly visible and much equipment is antiquated and worn. There are situations to be observed whereby the expenditure of a relatively minor sum would serve to correct a major deficiency, but budget cuts and deletions have operated to prevent this.

There should exist complete frankness, honesty and confidence between the office of the Director of Public Health, the Mayor's office and the Chief Administrative Officer, in order that a fair and comprehensive budget for the operation of the Health Department may be presented which can be defended against political maneuverings and attacks or other selfish and uninformed opposition. In the early discussions and preparation of this budget, there should ensue full and frank exchanges of advice and opinions between these offices, in order that there may be substantial agreement on all major points prior to its completion and submission to the Chief Administrative Officer. It would seem helpful also to include at least the chairman of the Public Health Committee of the Board of Supervisors.

Fullest possible use should be made of the services of occupants of Laguna Honda Home whenever and wherever possible. It would seem a wholesome and forward step to require that all persons admitted be required to sign a pledge that they will contribute such services as they may be capable of performing, it being understood, of course, that only those physically able and competent would be selected. Token payments or salaries should be provided for such services, which would go a long way toward restoring and maintaining self respect of the individual. Many opportunities would seem to be present for the utilization of the talents of patients - painters, barbers, shoemakers, laundry workers, domestics, etc. Such opposition as has heretofore existed to this proposal should be ignored or brushed aside, for it should always be understood that agencies of government do not exist for the purpose of creating or providing jobs for people, but rather to render the best possible service to people at the lowest possible cost to the taxpayer. Many people who have lived long and useful lives often, through no fault of their own, find in their twilight years that they have come to be wards of the public or of some charitable order. The shock and humiliation to such people is very great, and the least that we who are more fortunate can do is to provide a measure of comfort for the final bleak and dreary days. This condition is not presently being met at the Laguna Honda Home. The people of San Francisco, at the same time, should be both patient and charitable in giving consideration to the problems of Laguna Honda Home. When one observes and ponders the conditions under which executives and employees must labor, and their continuous contact with frustrations, sorrow and death, the marvel is not that they do their work well, but that they are able to do it at all.

In giving consideration to the immediate and urgent needs of the Health Department, it would seem that the San Francisco Hospital should have first call on such funds as can be made available. In the present circumstances and atmosphere of much uncertainty and confusion, and some hysteria, we strongly recommend that the Mayor appoint, as early as practicable, a free and unhampered committee drawn from the Health Department, from our major universities and from the ranks of independent and competent business and medical advisers, who should, through intensive study and examination, determine emergency requirements as well as long range needs, and then place the matter squarely where it belongs--in the laps of the Mayor and the Board of Supervisors and other officials having jurisdiction and interest. It should follow that this should be done objectively, in complete good faith, and without benefit of photographers.

We do not believe that the recent visit of a group of supervisors to the San Francisco Hospital and Laguna Honda Home (many of them for the first time) was either objective in character, dignified



in manner or in good taste. Those unfortunate persons who must become recipients of charity do not relish having their misfortunes banded about or paraded before the public by grand-standing publicity seekers and their pretense at shock and surprise at conditions encountered at these institutions only serves to point up their own neglect and failure to meet their responsibilities of the past. And since the Chief Administrative Officer's office and that of the Mayor are equally concerned in the operation of the Health Department and the adoption of its budget, they too must assume their share of any blame which attaches to such deficiencies as may presently exist at these institutions. For it is a matter of record that estimates and budgets, one after another, have been presented in the past, plea after plea has been made to provide funds and personnel for the maintenance of these plants and for the provision of services consistent with the City's position and reputation.

The 1952 Grand Jury report contains the following item:

"During the past three years the Health Department has been allowed only an average of \$100,000 a year for general maintenance and special projects for a 1300-bed hospital that would cost approximately \$30,000,000 to replace. During this same three years, the Health Department's requests for funds for these purposes have been cut 77%." Thus, through failure to face the facts, accompanied by the usual amount of political shadow boxing, these plants, representing an investment which probably could not be replaced for a capital outlay of less than twenty-five to thirty millions of dollars, have been allowed to deteriorate to the point where a major investment would be required to bring them again to a high state of efficiency and physical condition. This situation could have been averted through the employment of measures which would normally be undertaken by any prudent business organization through a regular and comprehensive repair and maintenance program, and at a fraction of the cost which would now be required to rehabilitate, equip and repair.

This Committee is not attempting to suggest a fiscal policy for the City administration. It does not believe that any one person or department is responsible for the present state of affairs, but rather that it is cumulative in nature and that it is far more important to take stock of the present than to take notice of the past, and to work in harmony together for a solution of the current problems. At the same time it must state, with emphasis, that it has found no evidence to support any suggestion that the Director of Public Health or his headquarters staff is responsible for any major portion of the problems affecting this department. They cannot provide "Nob Hill" service with "Skid Row" salaries and personnel. They cannot attract and retain top-flight, trained executives at salaries consistently lower than those paid in other areas for comparable services.

Another factor little understood by those who have not come in contact with the problem and which operates to reduce the efficient management of these plants in the blighting influence of the civil service system as it applies to a high percentage of their employees. They must perform the most menial and distasteful tasks, and obviously must be drawn from those at our lowest economic level. Too often these employees utilize the protective features of the system to escape disciplinary measures so necessary to efficiency and production. In consequence, production is low, discipline is lax and turnover is high. This is a typical by-product of the system and easily accounts for much of the unsightly and unsanitary conditions in evidence. There is desperate need for the establishment of prompt and rigid discipline at the San Francisco Hospital and to provide the Director with authority which will enable him to discharge unsuitable and recalcitrant employees without the necessity of dealing with cumbersome civil service regulations.

The condition of San Francisco Hospital and Laguna Honda Home which have been brought to light by the recent so-called expose have long been known to the Director of Public Health and his headquarters staff, and could have been known to all officialdom if they had troubled to read the Director's reports and those of this and previous grand juries. We believe it to be the duty of grand juries to commend and protect, so far as possible, faithful public officials, as well as to expose the faithless, and we urge the people of San Francisco to be on the alert and resist from any source any move to find a "scapegoat" within the Department of Public Health for this present fiasco.

The Mayor of San Francisco, Mr. Elmer E. Robinson, the Chief Administrative Officer, Mr. Thomas A. Brooks, and the Director of Public Health, Dr. Ellis Sox, are men of complete integrity, outstanding



ability, and unusual competence within their respective fields. It would be a magnificent gesture, and one which would be applauded by the citizens of San Francisco, if these gentlemen would, in a spirit of good will and purpose, confer with each other, acknowledge and accept such responsibility as may be attached to their respective offices and press for an early solution of the emergency problems of the Health Department, and set in motion plans for a long range program which will ultimately place these institutions in the forefront of those throughout the nation.

Respectfully submitted,

D. C. McGinnes, Chairman  
Charles E. O'Day.





April 6th, 1953.

TO THE HONORABLE MEMBERS OF THE  
1953 GRAND JURY:

Greetings:

After a careful study of the report of the 1952 Grand Jury, Your Health Committee concerned itself with checking their criticisms and recommendations.

We had several conferences with Doctor Sox and Doctor Sage and visited the San Francisco Hospital, Hassler Health Farm and Laguna Honda Home.

The size of the Health Department with its many services greatly impressed us.

We concur in the fact that the San Francisco Hospital needs considerably more funds for general maintenance than previous budgets have allowed if it is to be kept in good condition, and that the necessary personnel to properly maintain and operate it must be provided.

The question of a satisfactory system of the admittance practices and the determination of ability to pay for services rendered will be the subject of a later report, when your committee has had further time to study this problem.

The Hassler Health Farm buildings are in good condition and it is operating near capacity.

The problem of maintenance does not seem quite as acute as at the San Francisco Hospital, however, this is in part due to the large number of male ambulatory patients who are able to perform some of the services needed to keep the Farm in good condition.

The Laguna Honda Home houses 1823 patients at present and there are 24 hospital wards, each accommodating 40 patients. Some of these wards are not fully staffed by supervisory personnel. The great percentage of patients now admitted to the Home are chronically ill or mentally debilitated and therefore need care continuously, whereas in former years some of them were able to contribute their services in some form or another. Therefore, enough additional personnel should be allowed so that the Home can be operated efficiently.

The diet kitchen and main kitchen are greatly in need of a complete overhauling.

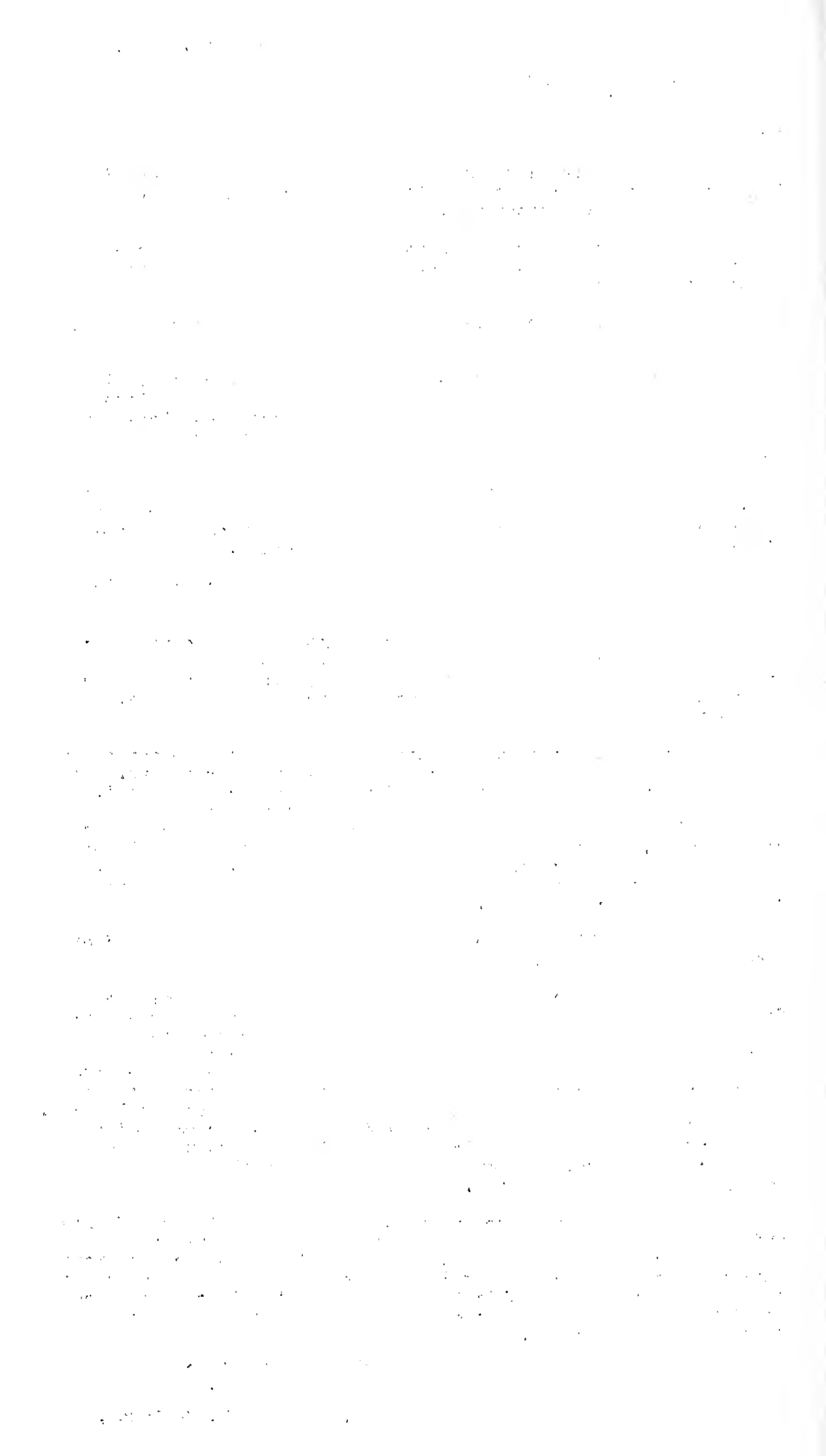
With reference to the Health Department as a whole your Committee feels that should there be members of Departments having jurisdictions over budgetary matters or appropriations affecting these institutions, who may not have had opportunities to visit the premises within recent months, with particular reference to Laguna Honda Home, it is earnestly requested that they take such steps prior to final action on Health Department Budgets, as your Committee regards the proposed budget as recommended by the Chief Administration Officer of the City and County of San Francisco as the very minimum necessary to furnish minimum services at the institutions.

Your Committee also believes that the question of salaries and increases for the Health Department should be given very careful consideration, and that all classifications and positions should be re-examined and revaluated, so that a rate of pay could be set up which would enable the Health Department to compete on equal terms with other employers in obtaining competent and conscientious employees.

Respectfully submitted,  
Health Committee,

FRANK S. FITZGERALD, Chairman,

DEWITT MCGINNESS.



\*\*\*\*\*

## Committees on Schools and Libraries

## Interim Report on Schools

May 11, 1953

The size and scope of operations of the San Francisco Public School System immediately commands the respect of anyone who takes it upon himself to become acquainted with it. In the first place the School System is not just another City Department but is constituted as a separate legal body called the "San Francisco Unified School District". Tax moneys paid by local citizens go directly to the School System - and other governmental boards and city officers have no control whatever of such moneys. It is obvious why this has to be so.

The governing body is the Board of Education consisting of 7 Commissioners appointed by the Mayor for specific terms, not merely serving at his pleasure. This Board is all-powerful in governing the operation of the Public School System, setting policy, administrative direction and procedure and guarding the purse strings

Serving directly under the Board of Education is the Superintendent and Staff. This staff is headed by 6 Assistant Superintendents, a full time Legal Advisor, and a Chief of the Division of Budgets.

You begin to perceive the size and scope of this School System when you find out there are 125 schools currently operating - 87 elementary, 13 special (handicapped, hospital, etc.) 11 Junior High, 8 Senior High, 4 adult, 1 trade and industrial, 1 continuation school, and the City College. There are currently around 80,000 students in school, exclusive of 60,000 adults enrolled in adult education courses.

School Cafeterias operate in 46 schools with annual sales of over \$1,000,000 with prices that result in no losses and no profits, which is as it should be.

In addition 33 Child Care Centers are operated by the School District from 7 a.m. to 6 p.m., caring for 1250 children of parents who must work.

The operating budget is now over \$32,000,000 per year, with approximately \$21,000,000 going into payroll for the 3200 teachers and some 260 administrators.

A bond issue of nearly \$49,000,000 was voted in 1948 for construction of new schools and modernization of existing buildings, and with the increased costs that have been in existence since that date, we will undoubtedly be faced with another bond issue to provide additional funds to complete the required building program.

In line with other groups in every phase of the American scene, the teachers in the School District have been perfecting their organizations and lobbying techniques, and asking for higher and higher salaries. It is a well known fact that teachers have always been poorly paid in relation to the natural endowments of brains and ability, as well as training required, and the worth of their services to the community.

However, there has been a considerable change in teachers' incomes all over the nation during the last 10 years and it is the feeling of this committee that they are reasonably well paid in San Francisco at the present time. The rate of pay is considerably ahead of the nation, and compares very well with the rest of the State of California.

Our local teachers' organizations recently made a concerted attempt to get a 12% across-the-board raise in all salaries. Arguments were very well prepared by these teacher organizations, documented thoroughly with government statistics on Cost of Living indices, etc.



Commissioner Bert Levit of the Board of Education made an exhaustive study of the whole question and prepared a 5-page memorandum to the Board of Education in which he proved conclusively that figures used in the teachers' requests did not tell the whole story. He pointed out that salary ratings are only a part of the picture. For instance, teachers had been granted "rating for rating", resulting in increased salary schedules. In 1950 and 1951 the Board increased the schedule \$300 per year, or a total of \$600, without changing the salary schedule. The schedule remained the same, but the teachers received more money.

Mr. Levit also pointed out this was in addition to the normal annual increment called for by the salary schedule. And he further showed that between 1946 and 1952 the amounts budgeted for teachers' salaries had increased 40% (exclusive of the increases for annual increments) - while the number of teachers in the system had increased by only 10%.

It is the feeling of this Grand Jury Committee that Mr. Bert Levit's paper on this subject is so well considered and so thoroughly objective and intelligently presented that the press of this city should have given it wide publicity. It contains much of general interest to anyone who is inclined to do any thinking on the general subject of costs of government and governmental services.

Here is a short quotation:

"The Board of Education, in passing upon salary requests, has the responsibility to balance the equities between the needs and desires of the teachers, and the capacity of the taxpayers to assume additional burdens. At present, the general burdens of government have placed a very heavy financial load on each of us; of course, this includes the teachers, but only as a segment of the public at large. This is a time when public officials must make a strenuous effort to avoid adding to the tax burden any item that is not justified by compelling considerations."

The Board of Education heard arguments, both pro and con, and unanimously voted a compromise raise of 6% across-the-board. (Mr. Levit was out of town at the time.) At least one member of the Board expressed the thought that this would be the last raise for some time, as Mr. Levit had proved that salaries had been increased even a little ahead of the Cost of Living Indices.

This Grand Jury Committee is in agreement with this view in general. Furthermore, we are tremendously impressed by the depth and quality of Mr. Bert Levit's presentation on this matter, and we the citizens of San Francisco owe Mr. Levit a vote of gratitude for the tremendous amount of work and thought required in its preparation. Such public service is an invaluable contribution to the community.

This committee is also very favorably impressed by the other members of the Board of Education, who must contribute an enormous amount of their time to performance of their duties. An awesome responsibility is theirs, when you consider the selection of curricula, selection of textbooks, supervision of the expenditure of 32 millions a year in operating expenses, to say nothing of the 49 million dollars for capital improvements.

The material distributed to the Board members prior to a single meeting covering the various questions to be considered at that meeting at times amounts to a stack of typewritten pages nearly an inch thick! All of this must be digested by each member before the meeting, so, it is easy to see they have a difficult job.

Undoubtedly they are not all perfect. There must be something that could be improved - but this Committee has not yet been able to determine what or where this might be.

San Francisco is particularly fortunate in having such an excellent Superintendent of Schools as Dr. Herbert C. Clish. At least one member of this Committee has had various contacts with him since the day he arrived in San Francisco and the general impression he gives is that of a man who is dedicated to his profession, a man of sound



and solid training, a born administrator and organizer. Above all he is an American citizen who is a product of the public school system of this country, and who fervently believes in maintaining and perfecting that system as the corner-stone of the American democratic organization of society.

He appears to be on excellent terms with the Board and with his own staff, which speaks well for his personality as well as his other personal qualities. He is acutely aware of the value of being on good terms with the press, and he has always maintained excellent relationships with them.

In the last few days stories have appeared in the local newspapers to the effect that the City of Chicago is looking for a Superintendent of Schools and that our Dr. Clish has been asked if he would be interested in the job at an increase in salary of 50% to 60%. This Committee fervently hopes that Dr. Clish will not be lost to this city - and that the Board of Education will take any necessary steps thought reasonable to assure his remaining here.

Up to this time there has not been sufficient opportunity to attempt to evaluate the actual work being done in the schools, which is, of course, the most important part of the whole operation. This will be the subject of future reports during the year.

Of course, this Committee realizes fully the scope of such a study is far beyond that normally considered by grand juries, but it does seem right to look into the subject and learn what we can.

Of this much we may rest assured: The affairs of the San Francisco Unified School District seem to be in very competent hands.

Respectfully submitted,

LOUIS SHAWL, Chairman  
ALFRED KARP  
JACK W. LEISHMAN





REPORT OF THE JUVENILE DEPARTMENT COMMITTEE.

After making several visits and a complete inspection of the Youth Guidance Center, your committee wishes to make the following report:

The Center is composed of three Divisions, Probation Office, Juvenile Hall and the Log Cabin Ranch for Boys, which is located 50 miles south of San Francisco, which is to be visited in the near future. The Center consists of 14 buildings covering about 12 acres.

The requested budget to operate these services for the fiscal year 1953-1954 was \$2,172,976.00 and the amount allowed by the Mayor and the Board of Supervisors was \$1,978,804.00. A request for added personnel from 211 to 234 was reduced to 220.

The Center is operated on a cottage plan, and the wards of the court, who are dependent children, are segregated from the delinquent children. Each cottage was intended to house 18 children with a total of 180 children. On June 4, 1953, when your committee toured the Center, there were 226 children housed. There is one completely equipped cottage not in use due to the lack of personnel to staff it. It is our understanding that it will be opened soon and this will eliminate some of the overcrowding that presently exists, where many of the rooms house two children and at times some children have to sleep on the floor.

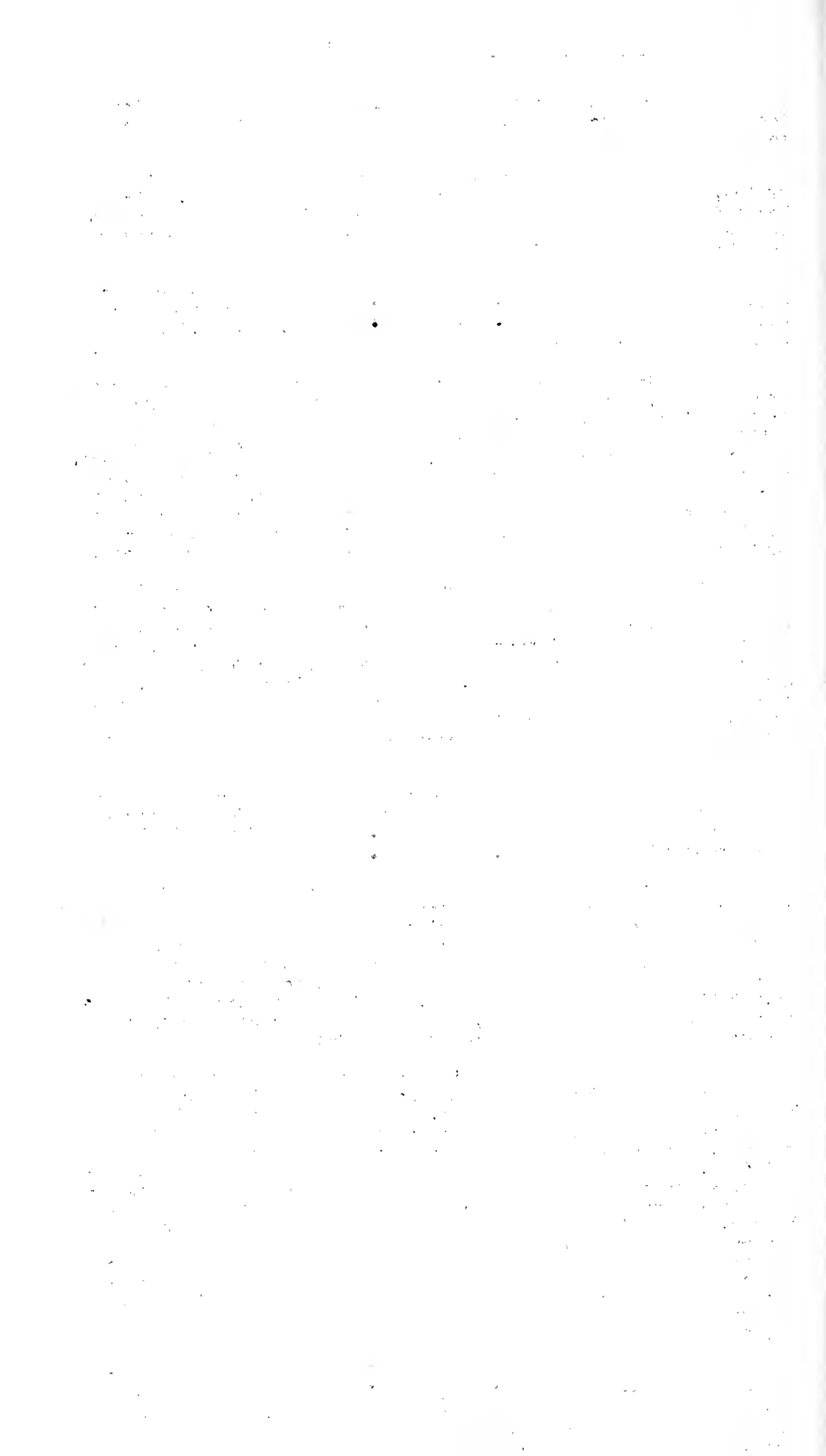
One of the requests made in the budget was for an Operating Engineer so that someone qualified to supervise boilers and the steam system would be on duty 24 hours a day. Instead, a Junior Engineer was allowed, even though the difference in money was only \$30.00 per month. No money was allowed for maintenance such as painting of buildings, repair of walls and windows. In some of the cottages there are not enough dishes or cups. Last year's appropriation for field workers' gas mileage was used up before the end of the fiscal year and the workers paid their own mileage.

There is no place for the storage of garbage and in many instances the cans sit in the halls or just outside the doors. When the Center was built no provision was made for an incinerator to dispose of waste paper.

The cottages housing the children who are wards of the court contain a completely equipped kitchen which is not used, and all food is cooked in the main kitchen and brought down the hill in carts. This kitchen was in operation when the Center was first opened, but by some shortsighted policy it was closed down later. It only takes three people to staff it at a cost of about \$6,000.00 a year. In one cottage, housing 36 children with ages from a few months to 5 years, they were being cared for by only two women when there should be at least four.

A few days ago, four girls overpowered the supervisor on duty at night and locked her in a room after taking her keys. They then escaped over the fence. One of the problems is lack of personnel with only one person on duty at night in each cottage, and sometimes there is only one supervisor for 40 children. Each cottage has a buzzer system connected to the administration office but in most instances if there is a disturbance in the cottage the attendant is prevented from reaching the buzzer. The Chief Probation Officer is interested in a system whereby microphones would be installed in each cottage and they would be connected to a master control board in the admittance office where someone is on duty at all times. As these microphones are very sensitive, any disturbance would be picked up immediately. The cost of this installation would be between \$7,000 and \$8,000.

One other matter which gave your committee concern was the need of a policy for the removal of sick children to the City and County Hospital where they could be properly cared for. In the case of contagious diseases, the children would then be isolated from the other children.



Therefore, your committee makes the following recommendations for your consideration:

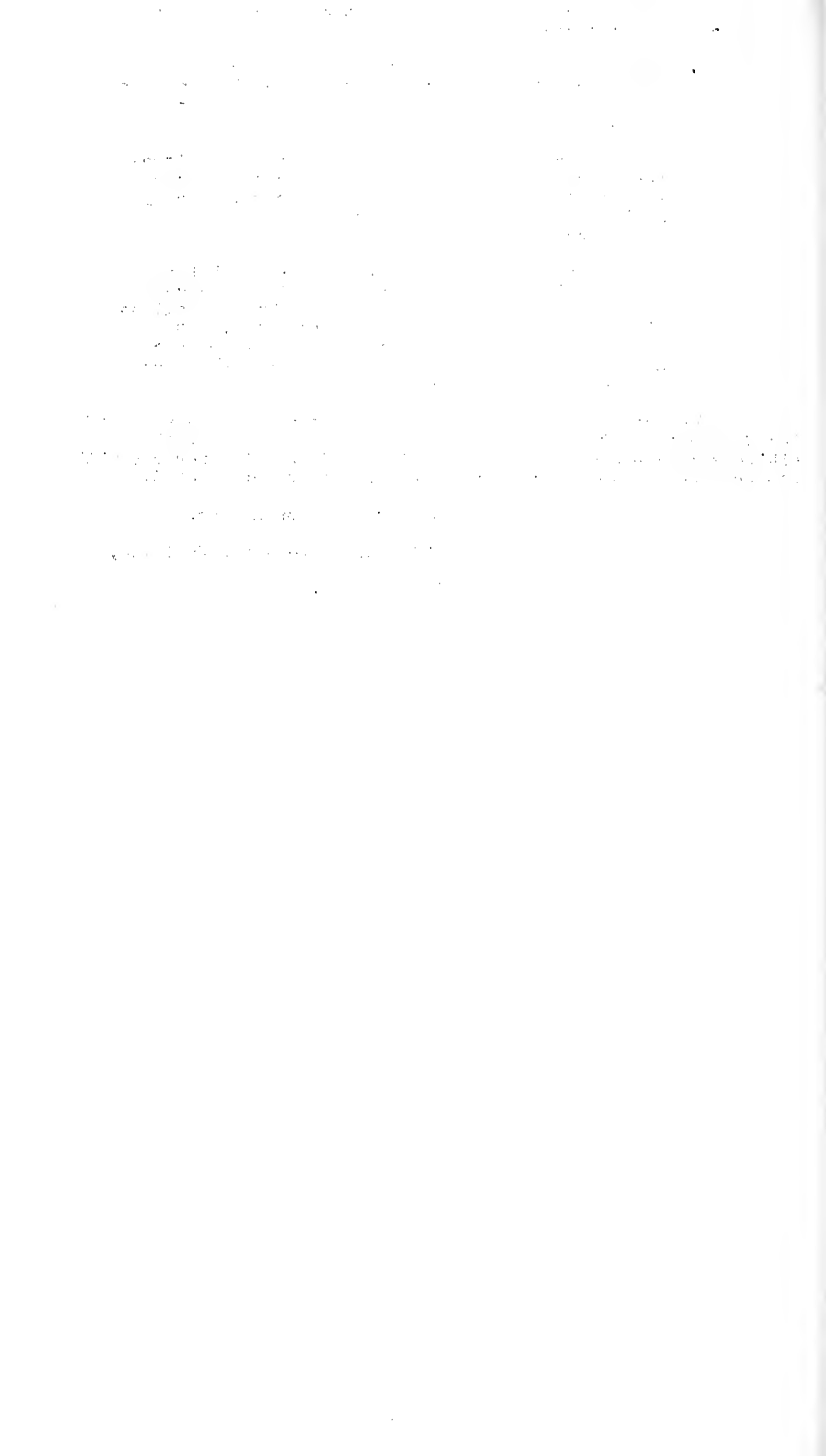
1. That a supplemental appropriation be provided by the Board of Supervisors so that the kitchen which was built and installed for the children who are wards of the court may be put to use.
2. That steps should be taken to install the microphone monitor system, so that any disturbances in the cottages could be detected at once, thereby giving better control and security to the supervisors.
3. The immediate establishment of a policy between San Francisco Hospital and the Youth Guidance Center so that children suffering from contagious disease may be admitted to the Hospital. At present there is no such policy, and there are no facilities at the Center to isolate them nor is there personnel to care for them.

Your committee would like to commend all of the staff of the Center for a fine job well done. We also feel that the citizens of San Francisco who have invested in this property will not knowingly allow these recommendations to be overlooked.

Respectfully submitted,

FRANK S. FITZGERALD, Chairman,

LOUIS SHAWL.



April 15th, 1953

Mr. Emil K. Bender, Foreman,  
1953 Grand Jury,  
City Hall,  
San Francisco, California.

SUBJECT: INTERIM REPORT OF PUBLIC UTILITIES COMMITTEE.

Dear Mr. Bender:

Your Committee on Public Utilities held meetings with Manager James Turner on the below dates and our findings were as follows:

On February 2nd, 1953 - met with Manager James Turner and Assistant Thomas Irwin and had an informal discussion relative to the 1952 Grand Jury Report and current problems confronting their activities.

MUNICIPAL AIRPORT:

On March 18th, 1953, your committee, together with nine members of the Grand Jury, inspected the Airport. Mr. George Dixon, Airport Manager, took the jury on an extensive tour of the operations. Our findings are:

1. The new Administration Building will be completed about January 1st, 1954 and occupancy is expected by May 1st, 1954.

2. The Airport Department is presently developing plans for the increase of about \$1,000,000 in additional revenue per year when the new passenger terminal is occupied.

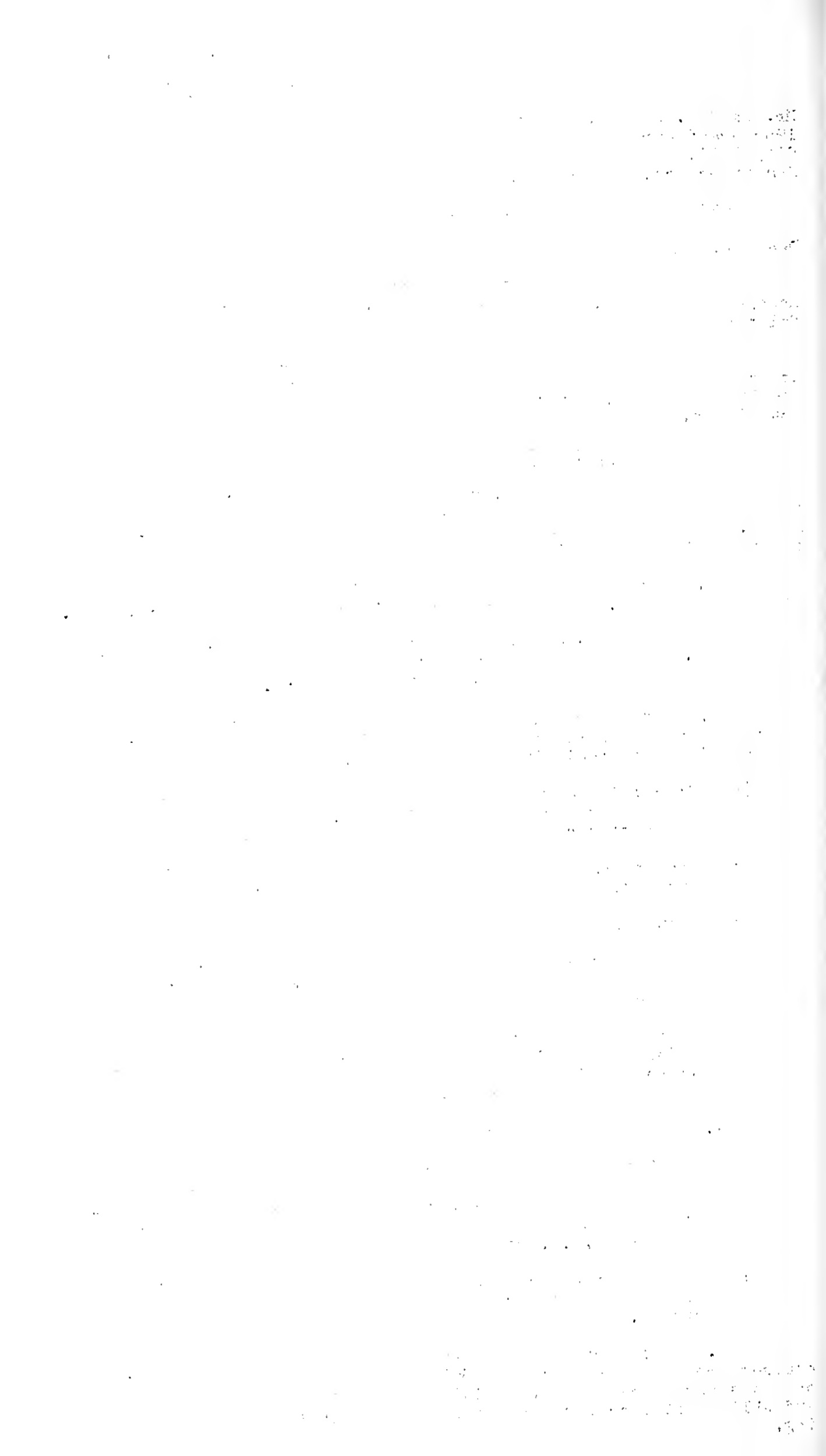
3. With this \$1,000,000 goal in mind, Airport Management is concentrating on preparation of material for submission to the Public Utilities Commission that includes:

- (a) Concession agreements for the restaurant and bar facilities, newsstand, novelties, drug store and other services for which a demand exists.
- (b) Ground rental leases for airline bases, overhaul facilities and other airline necessities.
- (c) Ground rental lease for a service station.
- (d) Negotiations with prospective new tenants such as Japan Airlines and a helicopter passenger and mail service.
- (e) A comprehensive study of rates and charges from 40 major air terminals and the preparation of a new schedule of rates and charges for the San Francisco International Airport.

4. Increased safety aids:

- (a) Civil Aeronautics Administration is just completing the installation of approach lights. This Airport will be the first airport in the nation to have center-line approach lights that are in complete compliance with the C.A.A. standards.
- (b) Civil Aeronautics Administration is currently testing, preparatory to acceptance, the surveillance radar system.

5. Construction - The new passenger terminal and concourses are progressing on schedule. Work has already started on the standby power plant building in the new terminal area, and will be started soon on the new air cargo and airmail building.



6. Private Flyers - the new hangar for private flyers is presently under construction, and should be finished by the end of May. Recognizing the need for better service to private flyers in San Francisco and on the Peninsula, the Public Utilities Commission has authorized the Airport Department to prepare a lease for the operation of a certificated overhaul and service facility for smaller aircraft.

7. Your Committee recommends the immediate appointment of a Superintendent of Maintenance by the Civil Service Commission as this position has not been filled for the past two (2) years.

MUNICIPAL RAILWAY:

On April 11th, 1953, your Committee together with eight (8) members of the Grand Jury met with Manager James Turner, Thomas Irwin and Manager C. D. Miller of the Railway and our findings were as follows:

1. It is proposed that two (2) Bond issues be submitted to the electorate in November as follows:

- (a) Removal of tracks on Geary Street and Church Street lines and conversion to Trolley Coaches.
- (b) Purchase of fifteen (15) new modern and up to date trolley coaches.
- (c) Purchase of new fare boxes (lock box type).
- (d) Board of Supervisors approved these Bond Issues on April 6th, 1953.

Your Committee recommends this Bond issue be endorsed by the 1953 Grand Jury.

2. The Municipal car barns were inspected at Geary and Presidio Avenue and Members were very much impressed with the operations of this plant. We found the control room with an automatic recording system of all trolley coach operation, a two (2) way radio system to twenty-nine (29) mobile units manned by Municipal Inspectors and emergency crews who can be dispatched to the scene of an accident or unusual occurrence on a moment's notice.

The method of counting monies is very adequate and the money room safely guarded by automatic doors for entry and exit.

The complaint department and lost property departments perform a great service to our citizens. Mention is made at this time that an average of 800,000 persons ride the system every day and yet during the month of March, 1953 the total number of complaints received were only one hundred thirty (130).

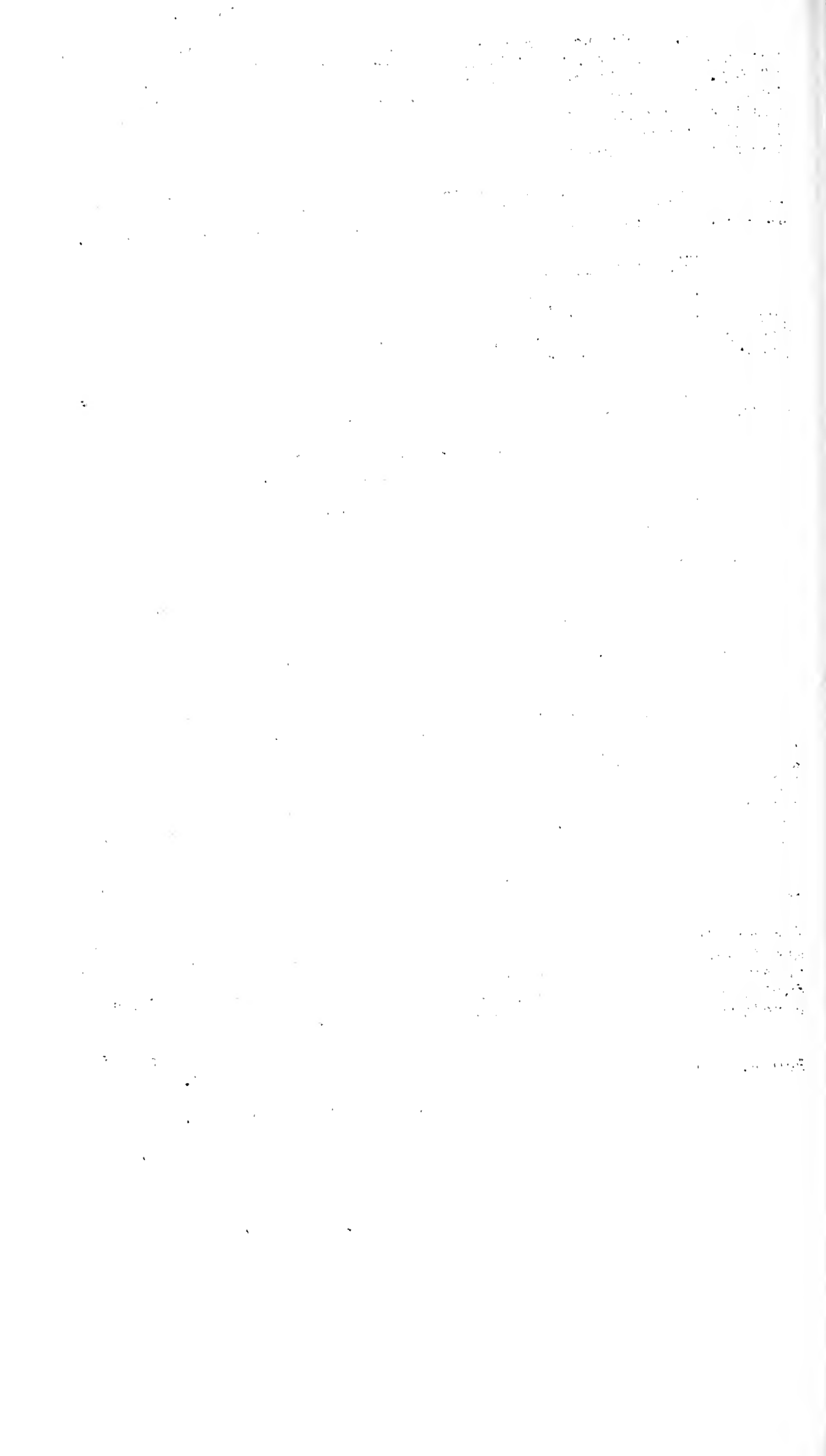
Your Committee will cover the Bureau of Light, Heat and Power, and Water Department in their semi-annual report.

Respectfully submitted,

JACK W. LEISHMAN, Chairman,

ARMANDO J. ZIRPOLI,

LESTER L. GOODMAN.





Mr. Sherman Duckel is the Director of the Department of Public Works, directly under the Chief Administrative Officer, Mr. Thomas Brooks. He has under his supervision, the Bureau of Engineering, headed by City Engineer Ralph G. Wadsworth; the Bureau of Building Inspection, headed by Supt. Lester G. Bush; and the Bureau of Architecture, headed by City Architect Dodge Riedy; Assistant Director F. W. McKenzie is the Administrative head over the General Offices, Bureau of Accounts and Central Permit Bureau. Assistant Director L. J. Archer is the head of the Bureaus of Street Repair, Sewer Repair, Building Repair and Street Cleaning.

After looking over the report of last year, Mr. Duckel and his staff are to be commended for the efficient and economical disposition of the vast amount of work completed and in progress.

The Bureau of Engineering has supervision over the sewage Treatment Plants, Street widening and repairs, highways, track removal, traffic signals, viaducts and tunnels, fire houses, schools, public buildings and many other projects.

Traffic is also one of their important problems. San Francisco's traffic system, electrically actuated, has been installed, the first one of this kind, in which the master controller is supervised by traffic itself. In this system a counting station, located at a midway point, counts traffic in both directions. Traffic is totaled every six minutes and the volumes are analyzed by electronic equipment which in turn selects the proper traffic signal cycle. If the flow of traffic in one direction exceeds that in another the signal timing automatically changes to handle the heavier flow of traffic. This is called "Cycle Offset" and is being installed where traffic is most heavy.

They have assigned one of their engineers, John Slater, to assist the Police Department, Traffic Division.

Studies are now being made for a Mission Freeway and the Geary Expressway to gather data for the establishment of Right-of-Way lines. Other means are also being studied to speed up the traffic.

The electrical Permit Bureau, under Chief Inspector James Graham, was formally under the Department of Electricity and is now a part of the Department of Public Works.

The new asphalt plant, which is to replace the one being moved to make way for the 13th Street viaduct, is in the plan stage and will be started in the very near future.

Our report on the recommendations of the 1952 Committee, is in part, as follows:

1 - The "Little Hoover Committee", as contained in the Griffenhagen Report, recommended many changes which were put into effect wherever possible. These improved the efficiency and made quite a substantial saving. They also asked for two spare Educator Trucks, which when a truck is in repair the three-man crews lose no time by having a spare to take out on its regular route. These Educator Trucks pump out sewers and slush. By this uninterrupted service they can do the same amount of work with six less men.

2 - The Market-Portola improvement is being delayed, but upper Market, from Corbett Road to Clayton Street, will be widened and straightened.

3 - The Mission Freeway, from Alemany Blvd. to the Central Freeway, is still in the contemplated stage and is looked on with favor to start in the near future.

This report is preliminary to the future recommendation and data we will have compiled for a later report.

RESPECTFULLY SUBMITTED,

WALTER W. MOHRDICK, Chairman  
Edmund J. Mullaney,  
Frank S. Fitzgerald.



COMMITTEE NO. 15 - SHERIFF'S OFFICE AND JAILS.

DATE OF VISIT BY COMMITTEE: MARCH 9th, 1953.

MEMBERS OF GRAND JURY COMMITTEE: TIMOTHY MILONAS, Chairman  
JOEL SPRINGER,  
MARCEL R. HOCHEDÉ.

OFFICIAL CONTACTED: SHERIFF DANIEL GALLAGHER.

The Committee inspected county jails #2 and #4 at San Bruno, California, on the 9th day of March, 1953.

These facilities, housing 601 men and 34 women inmates, were found to be operated in a businesslike and orderly manner. Sanitary and hygienic conditions were quite satisfactory, and adequate medical attention is available to inmates in need of same. The entire staff appears to be well qualified to carry on in their functions and the inmates seem quite contented as is possible in their situation. No complaints were heard concerning quality of food, supervision, quarters, etc.

The institution is almost entirely self-sustaining with exception of meats and groceries. Barns were recently repaired and painted by the inmates, also interiors of jail buildings were painted by the inmates.

Gross volume for commissaries #1-2-3-4 jails for 1952 was \$73,000.00 Net proceeds were \$13,573.00 - 8% of which went into the general fund.

There are approximately 40 acres of alfalfa, and 23 acres of red oats under cultivation. Only livestock consists of one horse. This committee strongly recommends that 40 head of cattle, 30 pigs, and 1000 chickens be furnished for institutional use, thus making the institution self-sustaining insofar as meat requirements are concerned.

It is recommended that an obsolete tractor now in use be replaced by more modern equipment. It is also suggested that the present lock-in system be maintained as is, being more economical and offering no undue hazards.

Water seepage previously noticed was discovered to be due to broken pipes concealed under concrete floor, therefore no retaining wall is necessary as defect has been repaired and seepage eliminated.

The staff of the Sheriff's office presently consists of:

- 6 captains
- 12 matrons
- 2 head matrons
- 36 jailers
- 2 farmers
- 4 operating engineers.

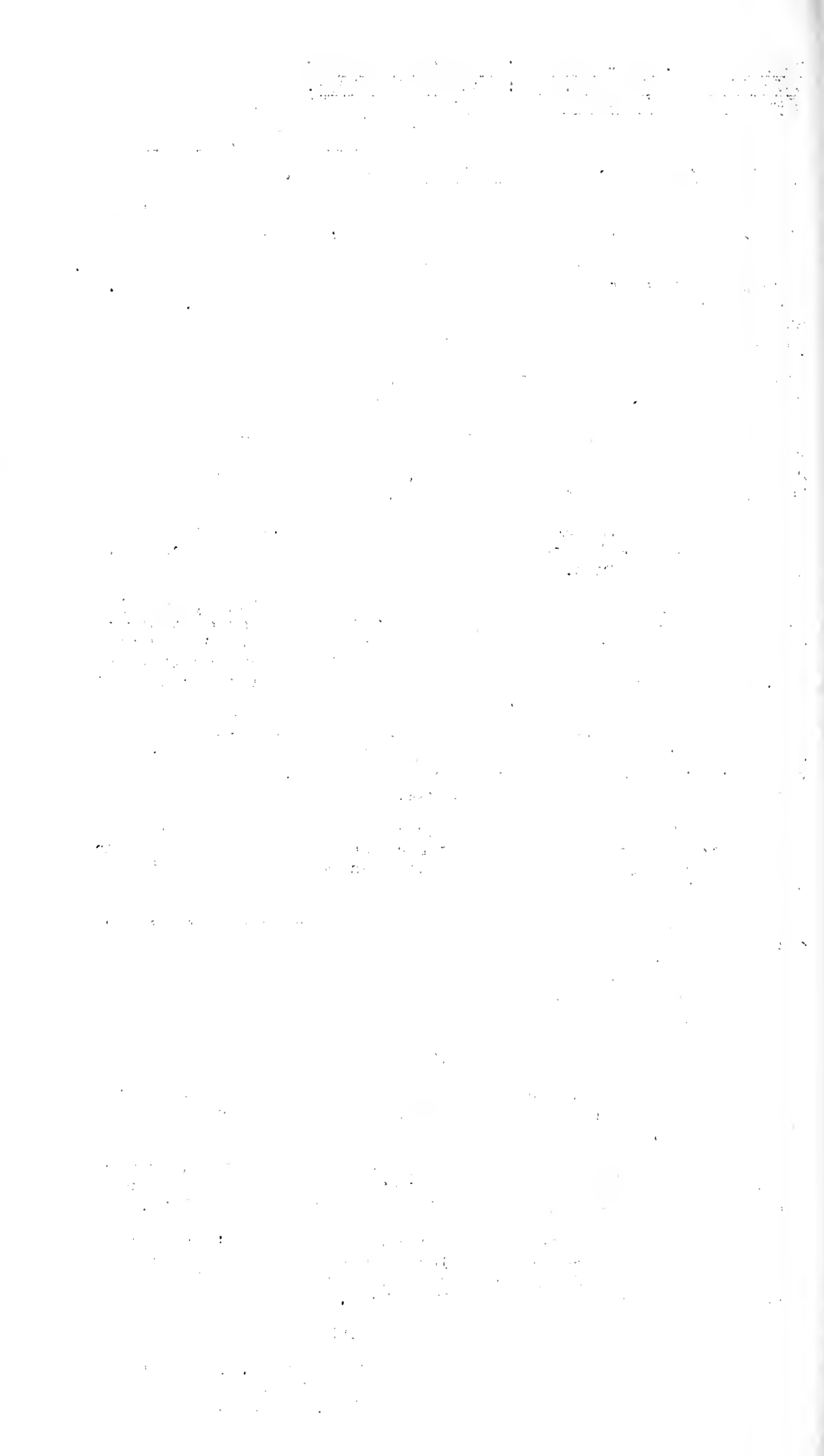
At present three jailers serve on each shift. This Committee recommends that this number be increased to five men on each shift.

The inmates appear to respect the sheriff and it was noted that many of them requested his advice concerning their problems and were given sympathetic and courteous attention.

It is our sincere belief that the Sheriff's department and jails are being operated efficiently and economically in keeping with best modern security standards and reflect credit upon the City and County of San Francisco.

RESPECTFULLY SUBMITTED,

TIMOTHY MILONAS, Chairman  
JOEL SPRINGER,  
MARCEL R. HOCHEDÉ.



March 23rd, 1953

CIVIL SERVICE, CITY PLANNING, WELFARE BOARD, LEGION OF HONOR,  
ART AND OTHER COMMISSIONS.

ATTENTION: MR. EMIL K. BENDER, Foreman  
San Francisco Grand Jury

Under the leadership of the City Planning Commission and the Director of Planning, Mr. Paul Opperman, the Department of City Planning is undertaking the study of a number of very urgent planning problems.

One of the most important of these is the study of the Civic Center problem, and the Department has under way a preliminary study designed to develop a Civic Center Master Plan. An orderly expansion of the Civic Center is vitally needed and the sum of \$18,125,700 has been proposed for public improvements relating to the existing Civic Center. It is important that the services of qualified architects and designers should be made available to the Department of City Planning for the preparation of the Civic Center Master Plan. At the present time many city offices are operating in various parts of the city in outgrown, inefficient buildings, and others in inadequate rented quarters. Proper expansion in the Civic Center will increase efficiency of governmental operations as well as enhance the beauty of the area as it now exists.

In cooperation with the Library Commission the Department of City Planning is preparing a report on a city-wide long range plan for a system of branch libraries. This report is due to be completed sometime in April, at which time a public hearing will be scheduled on this plan.

The Recreation and Park Department is also cooperating with the Department of City Planning on a recreation-park plan for San Francisco. The study will result in a plan not only for neighborhood and community area playgrounds and parks, but also for city wide and regional park facilities of San Francisco.

Another project long needed, is the re-location of San Francisco's wholesale produce market. This study is now in progress and not only involves the finding of possible sites for the re-location of the wholesale produce market within the City of San Francisco, it also involves the analysis of the best use of the land that will be vacated when the wholesale produce market is moved. This study is important to San Francisco because it should result in the relief of much traffic congestion in that area, and also should result in assisting the wholesale produce dealers to find a better location with adequate and efficient facilities for the conduct of their business. This also will make available much needed space for the development of the downtown area for business expansion.

Each member of the Grand Jury recently received the Department of City Planning annual Capital Improvement Program Report for the next fiscal year and five ensuing years. This is the only report of city government that lists all of the proposed capital improvements of the City government. Because of the fact that considerable time and expense has gone into the preparation of this report, this committee would recommend that it should be studied thoroughly by City officials and interested citizens so that proper decisions can be made for the appropriation of funds for public improvement projects.

The fourth draft of the proposed new zoning ordinance is now ready for discussion by interested property owners and civic organizations. Every piece of property in San Francisco will be affected. Therefore, many meetings will have to be held to explain the text and maps of the proposed new zoning ordinance to property owners and interested groups. This will be a very large undertaking which will require a great deal of time-consuming staff work.

The Department of City Planning has a very large number of planning projects on its works program, most of them urgently needed by the community. Some of them should be started as soon as possible.



Unfortunately, the budgeted funds and the available staff personnel necessarily dictates the starting dates and progress of these studies.

In recent years the Department of City Planning was not receiving the cooperation of some of the city departments and civic groups that it should, but at the present time we are glad to report they are receiving excellent cooperation. We feel this is due in no small measure to the very able and efficient City Planning Commission and Director Paul Opperman and his Staff. We feel every cooperation should be given the Commission and Mr. Opperman and Staff in carrying out their Charter responsibilities as their work is extremely important to the well-being of the economic future of our City.

Respectfully submitted,

LESLIE J. CLEASBY, Chairman  
DeWITT C. McGINNESS  
LOUIS SHAWL





March 2, 1953

Mr. Emil K. Bender, Foreman  
San Francisco Grand Jury

Since the inception of the 1953 Traffic Committee of the San Francisco Grand Jury, this committee has been working closely with Captain of Police, John Eker, Director of Traffic, with particular emphasis on the following conditions:

Shortage of Traffic Patrolmen: Three years ago the Traffic Department was comprised of 338 patrolmen - the present total is 284 or in other words, a 16% decrease; however, there has been an increase of approximately 10% in the number of vehicles within the City and County rather than a decrease of 16%. Statistics on this are presently only available for comparison between the years 1949 and 1951 - a two year period - rather than through 1952 which would show a further increase.

The number of registered vehicles within the City and County of San Francisco in 1949 was 248,640; in 1950, 277,559, or an increase of 28,919 vehicles or more than 10% over that two-year period. The number of vehicles using the Bay Bridge as a comparison between 1949 and 1951 were as follows: 1949 - 27,339,680; 1950 - 30,185,286 or an increase of 2,845,606 or very close to 10%. The comparison of vehicles using the Golden Gate Bridge shows 9,014,972 in 1949 as against 10,595,723 in 1951 or an increase of 1,580,751 over those two years, which in this case is approximately a 15% increase. Yet in the face of these increases in traffic problems occasioned by the increased use of vehicles, as stated the number of patrolmen has been reduced by 16%.

Utilization of Patrolmen: The Traffic Department has been required to furnish traffic direction for large office buildings that have garage entrances and exits and it is necessary to have a patrolman to direct incoming and outgoing traffic. In these cases the Traffic Department has been required to furnish these buildings with a traffic patrolman without expense to the building concerned but with a definite expense to the city. This also reduces the number of patrolmen available for the proper direction of traffic in other places.

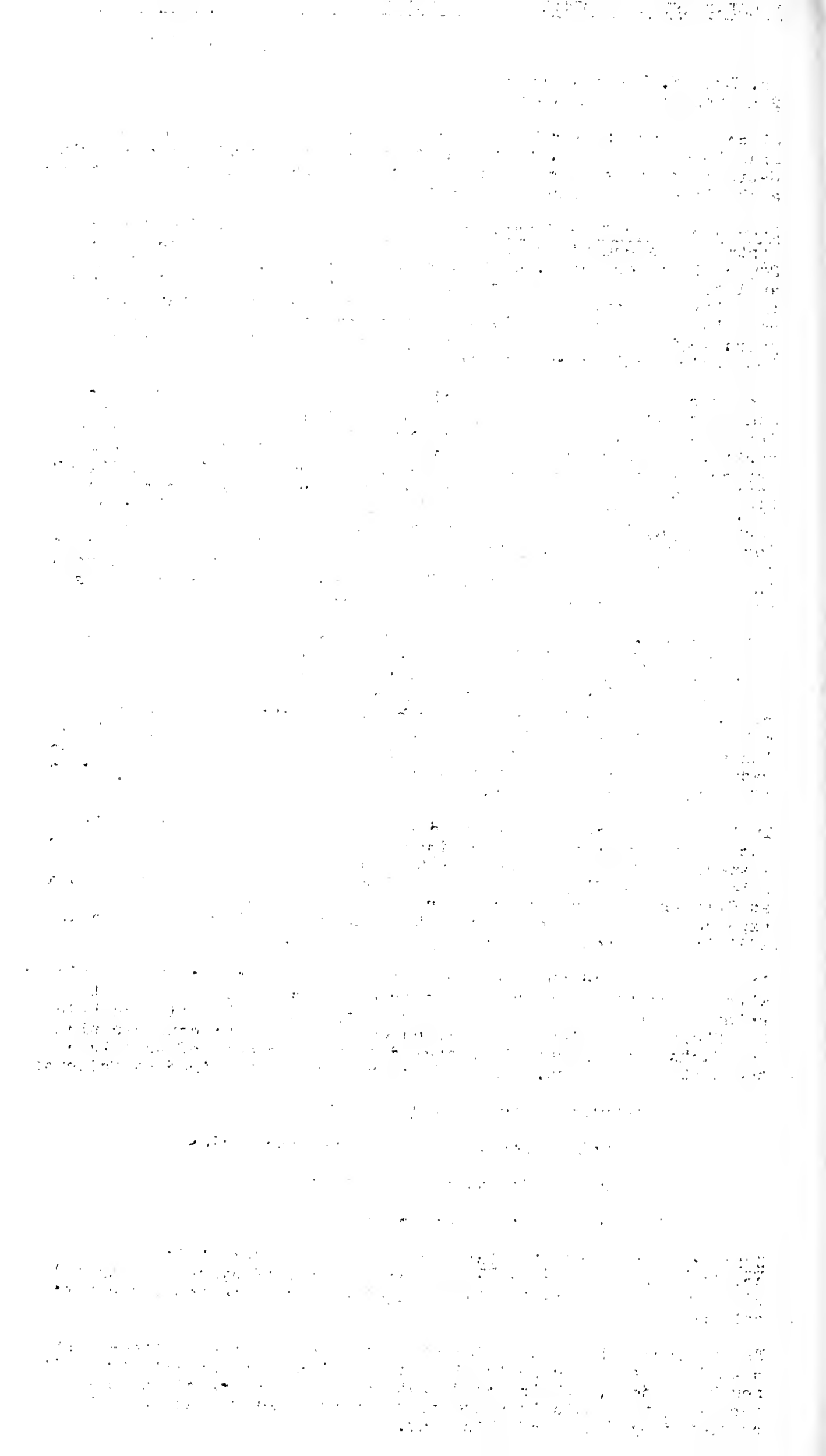
It is the opinion of this Grand Jury that arrangements should be made by these private enterprises to furnish at their own expense a special patrolman to carry out these functions and thereby release to the City the traffic patrolman that has been furnished at City and County expense. Not only will this reduce the expense upon the taxpayer but at the same time it will afford an additional patrolman for other traffic duty.

It is recommended that the Traffic Department be promptly furnished with 50 additional patrolmen to bring its strength up to that point of approximately three years ago, which will still be below the figure that might be required when taking into consideration the facts and figures given regarding the increase of traffic over the past three years. These 50 patrolmen are required as follows:

- 5 patrolmen for the Accident Bureau
- 10 patrolmen for the three-wheel motorcycles
- 15 patrolmen for solo motorcycles
- 20 patrolmen for fixed posts

Synchronization of Signals: The Traffic Department is fully cognizant of the necessity and desirability of synchronizing all signals wherever possible and as quickly as these results can be obtained.

The replacement of the Wiley signals with the modern three-light signal and the synchronization of the signals on Market Street is now being done. It is hoped that the installation of the new three-light signals in place of the many Wiley signals will be completed by June 1 of this year.



Installation of signals at Broadway and Columbus should commence by May 1 and this includes synchronization of the Broadway signals from Columbus Avenue through the Broadway tunnel and as far west on Broadway Street as possible.

Southern Pacific Railway Crossing: The Southern Pacific Railroad has the right by ordinance to close 4th Street (where it crosses company property) until 1954. Meetings have been held between the Director of Traffic, San Francisco Police Department, with the officials of the Southern Pacific Railway advising them that any extension of the closing of 4th Street beyond the present ordinance would be resisted. Further meetings are planned so the problem can be worked out without creating any hardship on the public but it is highly desirable in the public interest that this program of opening up 4th Street as early as possible, and preferably before 1954, be effected.

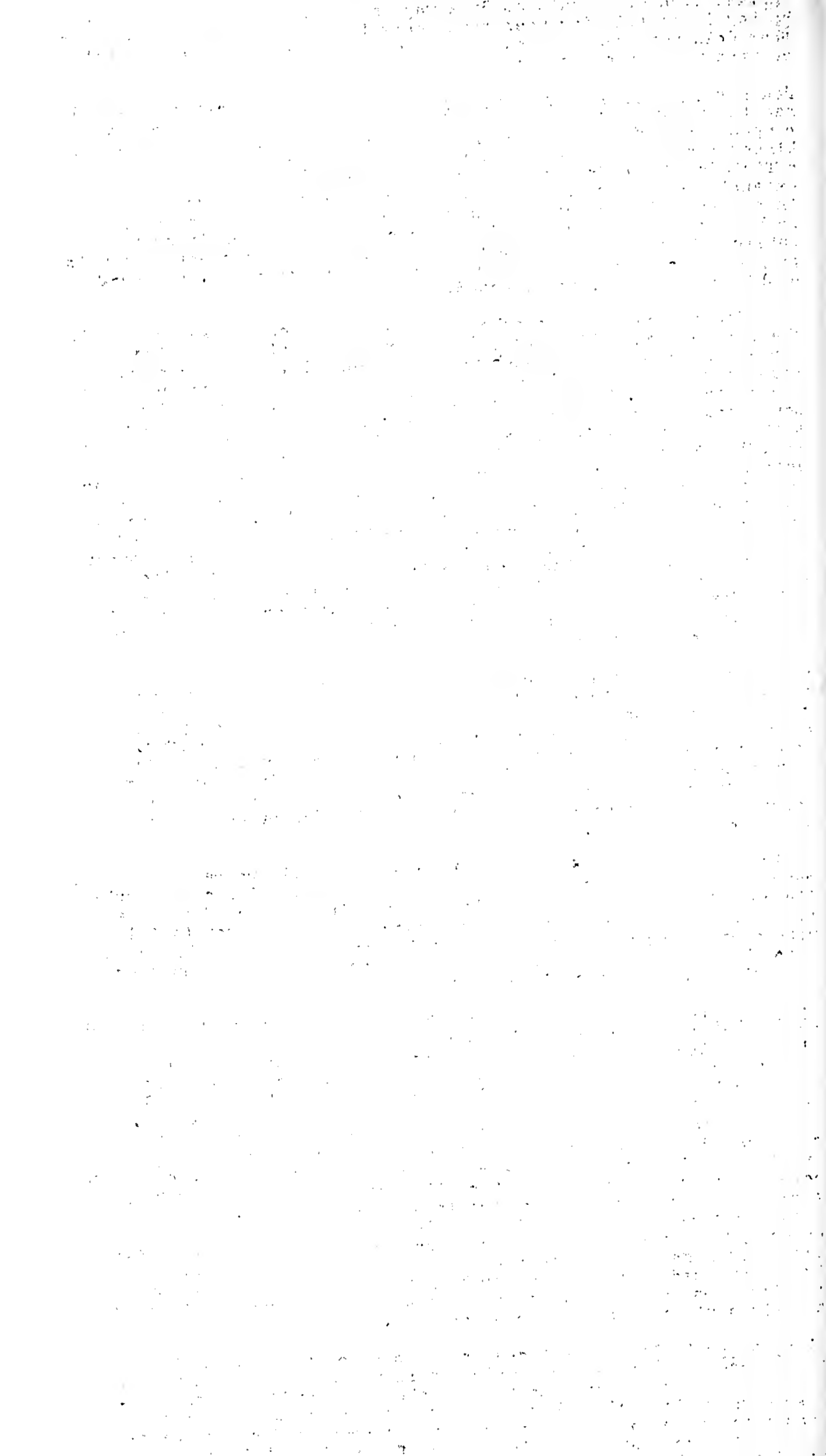
Statistics taken November 1947 and again on August 1952 during the period from 7:00 AM to 7:00 PM covering traffic on Third Street indicate that north-bound there were 13,181 vehicles and south-bound 12,902 vehicles on the November 1947 period and these increased to 14,575 vehicles north-bound and 13,428 vehicles south-bound over the August 1952 period, which above examples show an increase which makes the condition more difficult for the Traffic Department as practically all the traffic entering and leaving the city for the Bayshore routing by necessity has to use the narrow bridge on Third Street, whereas the bridge on Fourth Street has traffic that is practically negligible. It is recommended that continuous efforts be made to work out the plan of operation with the Southern Pacific Railway so that Fourth Street can be utilized as quickly as possible, in which event Third Street and Fourth Street could be made two one-way streets - Third Street northbound and Fourth Street southbound - permitting a better distribution of traffic and eliminating the bottleneck which is now in effect.

At various times all patrolmen assist the Traffic Bureau in the direction of traffic on point duty and "in service" training course is currently being conducted at the Police Academy for patrolmen and eight hours of instruction is given on traffic. Members of the Traffic Bureau are used as instructors. It is recommended that this training be considered an important part of the training course and wherever possible at heavy traffic hours, station patrolmen assist the Traffic Department in the direction of traffic.

It is also recommended that a public educational program be carried out with particular emphasis on the education of the public covering regulations. It is apparent in many traffic violations that these are committed by motorists who are not familiar with certain regulations. The gasoline companies, as well as the automobile sales companies and repair shops should be requested to assist in this educational program.

One Way Streets: The Master Plan for the City and County has laid out a number of recommendations, one of which would be to have O'Farrell Street a one-way street eastbound to Market, Post Street a one-way street westbound from Market; however, as long as the cable cars operate on O'Farrell it will not be possible to convert O'Farrell Street to a one-way street east of Jones. It is recommended that consideration be given to operating the cable car down Jones to Market Street rather than permitting its turning on O'Farrell Street and the removal of this transportation between Jones to Market Street on O'Farrell Street will thereby permit O'Farrell to be converted to a one-way street. This should not cause very much inconvenience to those requiring the Jones-Hyde service for they could use the Geary Street transportation from Market transferring to the cable car at Jones. It is recommended that this matter be given consideration at the earliest possible moment as there is a definite need for one-way traffic south of Bush and north of Turk.

Airport Terminal: A great deal of discussion on this has taken place recently between the various airlines with the departments of City and County Government, including the Traffic Department, also with various civic bodies. Recently one of the airlines concerned proposed a plan to continue to operate from the terminal in the congested traffic center of the city, this company not desiring to go into a joint terminal. It is the opinion of



this committee that the proposal of the company to operate from its present location by having a bus station within the premises, does not at all solve the problem of traffic. This committee cannot approve of busses being driven across the sidewalk nor the interference they will occasion by coming into a main arterial and it is recommended that the proposal of a joint terminal in a section that doesn't have this heavy traffic should be the answer for all airline companies operating in this city.

It is noted by this committee that the Director of Traffic, Captain Eker, his Administrative Officer, Captain Olstad, and the other administrative officers, from contacts had with them during this first quarter, are fully informed of traffic deficiencies and are working to the utmost of their ability to improve the situation. They are giving this committee their fullest cooperation.

---

Lester L. Goodman, Chairman

---

Leslie J. Cleasby

---

Edmund J. Mullany



April 16th, 1953.

Mr. Emil K. Bender, Foreman,  
1953 Grand Jury,  
City and County of San Francisco,  
California.

Gentlemen:                      SUBJECT:    INTERIM REPORT OF YOUR  
   COMMITTEE ON PARKS AND  
   RECREATION DEPARTMENT.

FINANCIAL RESULTS OF MERGER:

The 1952-53 and 1953-54 budgets of this Department show a reduction in four supervisory and overlapping jobs which were deleted upon the retirement of the occupant or being vacant were not refilled.

Additionally various positions have been left unfilled when vacated because with the consolidation of manpower and machinery, it was possible to spread the work over the remaining personnel.

The operating budget for 1952-53 showed a reduction in personnel and total appropriation; and the 1953-54 budget showed further reduction in personnel, but with an increase of \$17,000.00 in appropriation; the latter increase however was offset by over \$18,000 increase in revenues so that the tax support for the next fiscal year (excluding the cost of raise in salary increase) was less than the preceding year.

The department assures this Committee that constant review is made of the allocation of personnel and the work performed and that further reduction in personnel if applied to the existing facilities is in prospect. However, the department does point out that with the advent of new facilities now under construction or soon to be constructed under the 1947 Bond Fund, some increase in personnel for those facilities will be inevitable. However, the effort of the department is directed toward determining the necessity for personnel in the presently existing activities as distinct from the new ones which will develop later.

ENCROACHMENT UPON PARK AREAS.

The Recreation and Park Commission has not authorized nor have there been any additional buildings in Golden Gate Park during the past year. The Morrison Planetarium, under the auspices of the San Francisco Academy of Sciences, has been completed and put in operation, but that building was under construction this last year. The only structure contemplated in Golden Gate Park at this time is the exhibit building which it is hoped will be built with State and County Fair Funds which will serve as a hall of flowers and exhibit building for the Strybing Arboretum. This building is intended to be placed at the southeast corner of the Arboretum area at 9th Avenue and Lincoln Way. However, this will be an integral part of the Arboretum and will not be of the commercial type structure, but instead will be according to preliminary sketches shown this Committee to be a beautiful addition to the Park.

The department contemplates the rehabilitation of some of the existing structures such as the handball courts and the tennis club-house which burned down a few years ago, as well as the reconstruction of two stove houses at the Conservatory. The department has no plans in mind for any further encroachments upon the open park areas in Golden Gate Park.

ROADWAYS IN GOLDEN GATE PARK:

It has been suggested by Mr. Sherman P. Duckel, Director of Public Works, that an efficient and economical method of putting the roads in Golden Gate Park in good shape would be to use the presently existing base and sub-surfaces and apply a 1 1/2" or 2" coating of black top thereto. He believes this will result in as good sub-surface as if the red rock base were replaced with a concrete base, and would be much more economical than the latter. The estimated cost of this will be included in a bond issue to be submitted to the voters in the Fall of 1953.





The department reports with relief that with few exceptions the damage from vandalism has lessened considerably in the last few months and at the present time has practically subsided except for one instance when over a weekend all nine flags and poles and two cups were stolen from the pitch-putt course in Golden Gate Park. But the incidents of broken windows, broken doors, etc., has practically subsided and the department gives the credit for the cooperation of the newspapers, the police department, the Juvenile Court officials and interested citizens with an educational program which has been most helpful.

#### GOLF COURSES AND CAFES:

The four golf courses (Harding, Lincoln, Sharp, and Pitch-Putt) showed a net profit of \$3,682.38 in toto with Harding Park showing a net profit of \$23,559.99, Lincoln Park a loss of \$12,739.46, Sharp Park, a loss of \$3,161.25, Pitch Putt a loss of \$3,976.90. The cafes at the first three courses (there is no cafe at Pitch-Putt) showed a total operating loss for the year ending June, 1952 of \$34,264.62 distributed as follows:

Harding Park	a loss of	\$9,375.81
Lincoln Park	a loss of	15,702.50
Sharp Park	a loss of	9,186.31

A net result therefor of golf and cafe operations is a loss of \$30,582.24. This in turn is distributed to the different courses and the cafe at each as follows:

Harding Park	net profit	\$14,184.18
Lincoln Park	net loss	28,441.96
Sharp Park	net loss	12,347.56
Pitch-Putt	net loss	3,976.90

These figures as of May 1, 1952, do not reflect to any new price put into effect since there are only two months of the year reflected in the foregoing figures.

Additional to the new pricing schedule, personnel at the various golf course cafes has been reduced as employees left the service for any reason, their jobs not being refilled but being eliminated from the budget. Also one full-time cook will be dropped from the payroll June 30, 1953.

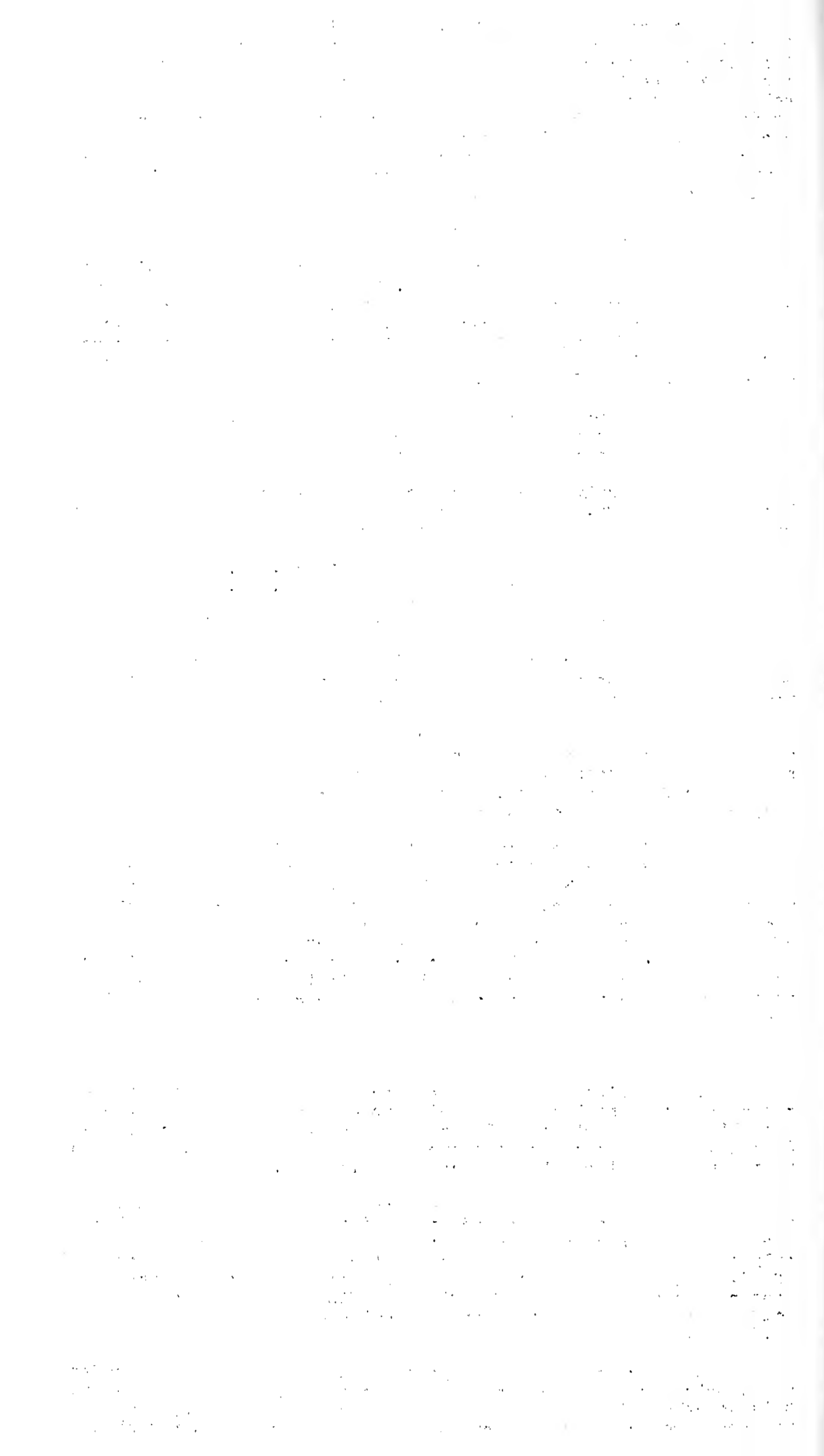
Experience has shown that the food buying habits of the patrons of the Lincoln Golf Course cafe has been largely the coffee doughnut and beer type with relatively few substantial dishes being purchased. Because of this, a complete revision of the menu at Lincoln Park Cafe is in the process and will be made effective not later than 7/1/53. It may develop that this revision will require additional reduction of personnel, but it is felt that the loss at Lincoln Park Cafe is too great to justify as a convenience to the golfers because there are refractories close by on Clement Street.

#### REFRESHMENT BOOTHS:

In addition to the golf course cafes, the department operates refreshment booths at Fleishhacker Playfield at the Zoo and Children's Quarters in Golden Gate Park. For the fiscal year June 30, 1952, these booths showed a net profit of \$39,499.08 and a loss at the Children's Quarters of \$5,118.76.

Taken all together the refreshment booths and the golf course cafes showed a combined net profit of \$115.70. From the foregoing it can be seen that the profit at Harding Park golf only carries the losses of the other three courses with an overall of \$3,682.38, and the profit at the refreshment booths covers the loss of the golf course cafes with the final overall result of golf cafes and refreshment booths showing a net profit of \$3,798.08.

In conclusion, with respect to the golf courses and cafes a new price schedule has gone into effect for golf green fees and this together with the new price schedule for the cafes, the personnel reduction to the cafes and the proposed menu revision



at Lincoln Park is expected to produce materially better results for the fiscal year ending June 30, 1953.

At the present time consideration is being given to requests which have been received that green fees be reduced for late in the day players who may wish to come from work and play less than the full course because time is not available before dark. We believe that it would not seem equitable to penalize the golfer who wishes to play a few holes of golf in the late afternoon by forcing him to pay the full green fee.

Respectfully submitted,

RALPH J. POLTRONE, Chairman,

JACK W. LEISHMAN.



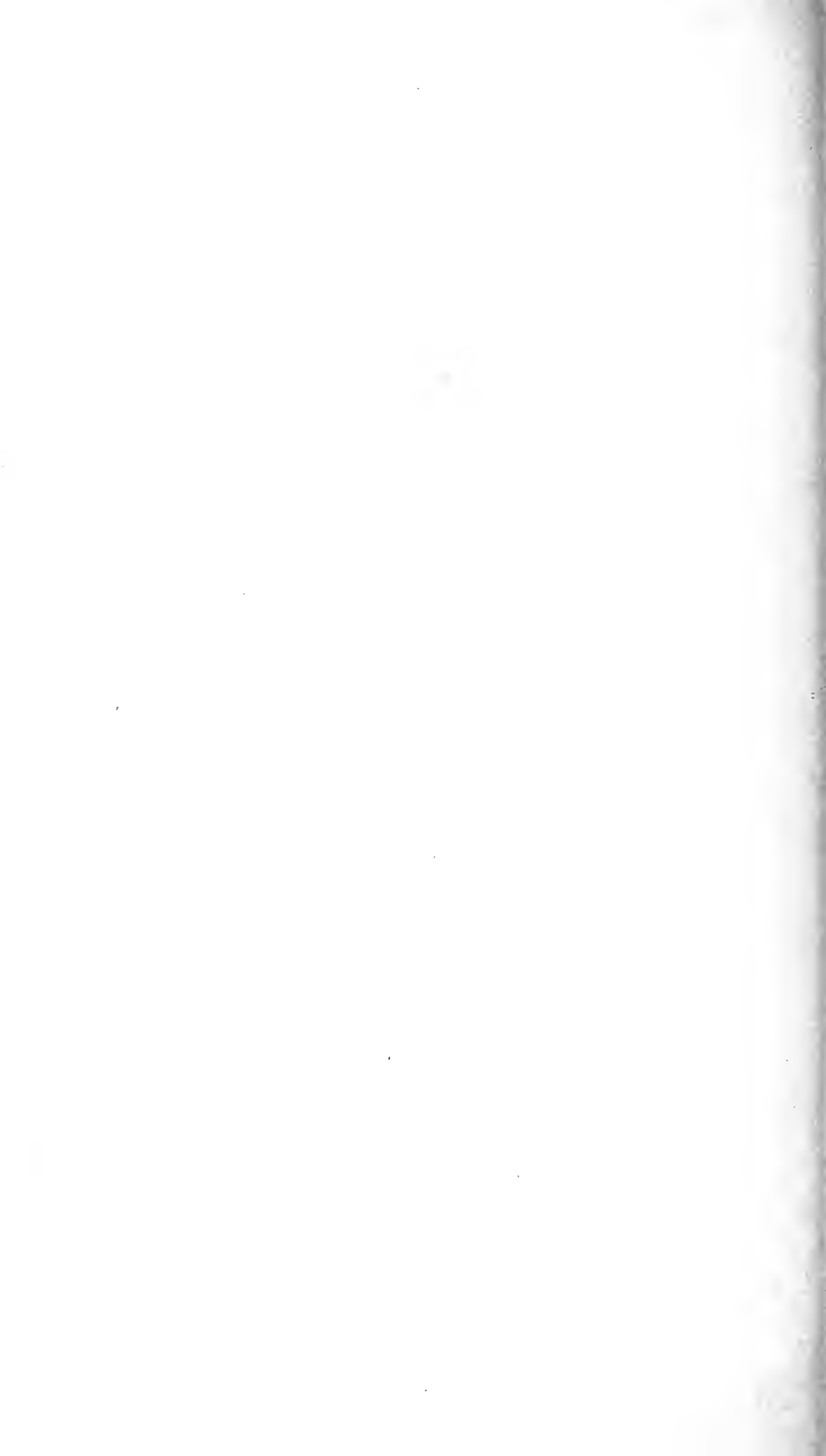
1954

# **GRAND JURY REPORTS**



**CITY AND COUNTY OF  
SAN FRANCISCO  
CALIFORNIA**

DOCUMENTS DEPT.  
MAR 15 1955  
SAN FRANCISCO  
PUBLIC LIBRARY



G R A N D J U R Y

1 9 5 4

Foreman

\* Dr. Charles A. Ertola  
(1/7/54 - 12/9/54)

Joseph M. Tonkin  
(12/9/54 - 1/6/55)

Secretary

Mrs. Adine M. Dittmore  
Mrs. Claire Matzger

-----

Albert E. Alberton

James W. Griffith

Norman Altfield

Harry M. Kelly

Robert W. Armstrong

John A. Kelly

Bahr Behrend

Herman J. Kleist

Dr. Albert de Ferrari

Charles F. Meyers

Gerald B. Ferrari

Bernard B. Neider

Bernard Goiricelaya

Raymond H. Preble

Ernest L. Smith

(\*Resigned to accept appointment to the Board of Supervisors)

Impaneled January 7, 1954

Discharged January 6, 1955

-----

David F. Supple  
Consultant-Statistician

\*\*\*\*\*





GRAND JURY OF THE CITY AND COUNTY OF SAN FRANCISCO

Impaneled January 7, 1954

Discharged January 6, 1955

\*\*\*\*\*

TABLE OF CONTENTS

PREFACE (Dr. Charles Ertola) - - - - -	1
PREAMBLE (Joseph M. Tonkin) - - - - -	3
COMMITTEE REPORTS:	
<u>Com.</u> <u>Department</u>	
1. Mayor - - - - -	6
2. Chief Administrative Officer- - - - -	7
3. Controller- - - - -	8
Purchaser - - - - -	8
Treasurer - - - - -	9
Retirement System - - - - -	10
4. Assessor- - - - -	12
Tax Collector - - - - -	13
5. County Clerk- - - - -	15
Registrar - - - - -	16
Recorder- - - - -	17
Public Administrator- - - - -	18
6. District Attorney - - - - -	19
City Attorney - - - - -	19
Public Defender - - - - -	22
7. Courts, Superior and Municipal- - - - -	23
Adult Probation - - - - -	25
8. Police Department - - - - -	27
Coroner - - - - -	30
9. Fire Department - - - - -	31
Dept. of Electricity- - - - -	31
10. Public Health - - - - -	33
11. Education; Schools- - - - -	34
Libraries - - - - -	39
12. Juvenile Department - - - - -	43
13. Public Utilities:	
Airport- - - - -	48
Hetch Hetchy; Bureaus of Power and Engineering - - - - -	50
Water Department - - - - -	52
Bureau of Public Service - - - - -	52
Municipal Railway- - - - -	53
14. Public Works- - - - -	54
15. Sheriff - - - - -	56
Board of Supervisors- - - - -	59
16. Civil Service - - - - -	60
City Planning - - - - -	61
Public Welfare- - - - -	61
17. Traffic - - - - -	63
18. Recreation-Park - - - - -	64
Real Estate - - - - -	66
Weights and Measures- - - - -	68
19. Housing Authority - - - - -	69
20. Redevelopment Agency- - - - -	71

\*\*\*



San Francisco, California  
December 30, 1954.

Honorable Milton D. Sapiro  
Presiding Judge of the Superior Court  
of the City and County of San Francisco  
City Hall  
San Francisco, California.

Honorable Sir:

The following remarks are directed to you in the form of a preface to the Final Report of the 1954 Grand Jury.

Due to the great spirit and character of the citizens chosen as grand jurors, my appointment as foreman of this Grand Jury, and the manner in which they so unselfishly and sincerely worked in the process of investigation, I feel that I have been thrice honored. Notwithstanding this humble sense of honor bestowed, it is a fact that the 1954 Grand Jurors themselves must justly be honored.

You, Judge Sapiro, personally, gave of your time and experience unstintingly. You aided us in our problems, and helped us complete our tasks. Your honor's incisive view of these problems and the aid you gave me personally cannot be commented upon sufficiently to express my appreciation, in which all the members of the Grand Jury join me.

The Grand Jury Consultant, Mr. David Supple, always responded to our requests with his experienced advice. Mr. Ralph Sheehan, the Assistant Consultant, augmented the aid of Mr. Supple, especially during the early sessions, and his services were deeply appreciated. The Deputy Sheriff, Mr. William Murphy, served with kindness and alertness to his duties. The District Attorney and his staff devoted themselves wholeheartedly to their task with understanding and gentlemanly conduct. The San Francisco Police Department gave valuable help in every way possible. I must also give credit to the previous grand jury, whose experience we relied on, and whose reports we used as a constant guide.

We were sorry that one of our very diligent jurors, Harry E. Kelly, became ill and was therefore unable to attend our sessions with much regularity. Another conscientious juror, Mr. Gerald Ferrari, returned to collegiate studies and thus was compelled to absent himself from some of our meetings. It was regrettable that in mid-stream we were compelled to vacate the post of Secretary of the Grand Jury. The post was subsequently filled by the selection of a very sincere and capable worker, Mrs. Claire Matzger.

On December 9th, 1954, I tendered to you my resignation because of my appointment to the Board of Supervisors of the City and County. Mr. Joseph Tonkin, who had served as Foreman pro tem. of the Grand Jury since its inception, was duly appointed Foreman. Mr. Tonkin had proven to be a most capable member of the Grand Jury, and his good services as Foreman pro tem., coupled with his wide experience in civic and business affairs, insured a most successful conclusion to the term of this Grand Jury.

The other members of the 1954 Grand Jury, too, all deserve a great measure of credit. They are all highly skilled individuals from many different walks of life, sincere in their efforts, diligent in their work, and eager to accept the responsibilities of their office.

An innovation introduced by the 1954 Grand Jury was the commencement of all their meetings and sessions with an humble prayer asking the Supreme Ruler of the Universe for guidance and direction in all of their proceedings. A highpoint in the work of the 1954 Grand Jury was its instituting a drive against the evils of narcotics and the practices of sex deviates, and in strong recommendations to further the control of juvenile delinquency. As will be seen from the various committee reports, the Grand Jury undertook many projects, but those mentioned above are, in my opinion, worthy of special mention.



My personal recommendation, offered in a spirit of possible aid to future grand juries, is that the small book entitled "List of Committees", which is given to each member of a new grand jury, should include a short outline of the duties and responsibilities of grand jurors. This is important, because a grand jury may, in all sincerity, exceed its legal responsibility, being unaware of the exact limits of its responsibilities and powers until very late in its tenure of office.

In closing, I wish to extend my heartfelt thankfulness to each member of the Grand Jury for their indulgence, cooperation, and industrious application to their work.

Respectfully submitted,

CHARLES A. ERTOLA



FINAL REPORT AND SUMMARY, 1954 GRAND JURY

of the  
CITY AND COUNTY OF SAN FRANCISCO

\*\*\*\*\*

The members of the 1954 Grand Jury of the City and County of San Francisco are mindful of the honor bestowed, and the obligations imposed, on them when they were selected for service. They have attempted throughout their year of duty to prove worthy of both the honor and the office.

The Grand Jury most eagerly expresses its gratitude for the cooperation it received from all agencies of our city and county government, both at the executive and the operating levels. Open-handed aid helped us immeasurably in our task.

San Franciscans can and should be proud of a body of public servants that, by and large, performs its duties with diligence, dedication, and affection, often times under severe handicaps of inadequate equipment and working space.

If the Grand Jury has at moments been critical, it has only been in an attitude of understanding and appreciation. Honest, fair and constructive evaluation can lead only to progress, which, of course, is the aim of all of us.

With these thoughts in mind, we offer the following:

(1) The city's foremost problem, from the standpoint of simple housekeeping, is what the members of this Grand Jury have come to call the "City Hall problem". There is urgent need for immediate construction of a separate Courts Building to house all of the courts, the District Attorney's office, and the office of the Probation Department. Such a building would not only provide better service to the public (which is a prime function of government), but would relieve overcrowding at the City Hall. The various law units of government which would be housed in a Courts Building, to be erected near the City Hall, could make it possible for the City Hall to become what it properly should be - an office building for City offices.

We recommend a bond issue for a Courts Building at the earliest possible election.

(2) The Grand Jury regretfully, but in all honesty, must report its conviction that procedural red tape and an attitude of inertia at certain administrative points, is a serious impediment to getting things done in our City government.

As an instance, we might cite the matter of the rehabilitation of the city morgue. The Grand Jury pointed out the urgent need for this work early in the year. Money was made available in the current budget, but to date not a nail has been driven nor a paint brush wielded. Such delay is shocking, and would not be tolerated in private enterprise. It is especially shocking in view of the urgency of the task from the standpoint of decency and sanitation.

Another instance is the Grand Jury's suggestion early this year that some of the space now occupied by the Department of Public Works in the City Hall be made available for jury deliberating rooms. There are only two such rooms for the use of the superior courts and two for the municipal courts; often, juries must deliberate in court rooms.

For many months space in the Civic Auditorium formerly occupied by the Board of Education has remained unoccupied, gathering dust. The Grand Jury suggested that some units of the Department of Public Works could utilize this space, making way for additional jury rooms. The officials were receptive, but we find ourselves at year's end





with nothing accomplished.

The Grand Jury recognizes the necessity for watchfulness where the expenditure of public money is concerned, but it respectfully suggests that there is such a thing as overzealousness, particularly when it is the public that suffers from such an attitude.

(3) The Grand Jury feels that considerable savings can be accomplished, and better public service rendered by the establishment of a secretarial and clerical pool. We have observed that the staff of one department may be overworked at a particular time while at the same time the staff of another department is comparatively idle. Whatever the impediment to full cooperation between departments, it should be removed. Other agencies of government successfully use secretarial and clerical pools, and there is no reason why this cannot be done at the City Hall.

(4) We recommend that funds be provided for a single, central storehouse for the city's voting machines. We are informed that aside from other economies, this would save three days in the delivery, alone, of the machines to the various polling places.

(5) We recommend that provision be made to reimburse our judges for expenses incurred incidental to their attendance at judicial meetings and conventions.

(6) We feel that the supervisors, although anxious to do so, are not able to give adequate study to the needs of the various city departments throughout the year, and that all too often their knowledge of a department's operations and needs comes only at budget hearings or at re-election time. We therefore repeat the recommendation of the 1953 Grand Jury that a charter amendment be submitted to the voters providing that a member of the staff of the Mayor and of the Chief Administrative Officer, together with each member of the Board of Supervisors, shall make an inspection of each department of the city government during the first six months of each calendar year prior to acting on that department's budget request.

(7) The Grand Jury recommends that the Public Utilities Commission re-examine its contracts with the concessionaires at the new San Francisco International Airport, with a view toward downward adjustments in the prices charged for the various items. Trivial, but irritating, excessive charges, particularly for candy, cigarettes, paper-backed books, and other well known staple-priced wares already are costing our City the good will of many travelers, and are giving a very distasteful impression to those arriving and departing. This situation should be remedied as quickly as possible.

(8) We recommend that action be taken by the Mayor and the Board of Supervisors at the earliest date to reach a decision on the future of the Log Cabin Ranch School building.

(9) In view of the many requests from city and county departments for additional space, more personnel, and advances in salaries, reflecting a potential increase in operating expenses, it would appear that the already high city and county tax rate must be increased if these departmental requirements are to be met. However, assessments on real and personal property, which form the basis for the bulk of taxes, have now reached the saturation point; consequently, new sources of revenue must be found. This situation could be remedied if the Mayor were to appoint a committee of civic minded private citizens whose sole function would be to study the various sources from which additional revenue could be obtained. A committee of the type proposed should serve without salary, but should be authorized to employ one or two full-time salaried assistants for research work. This committee should submit its report within ninety days following its appointment. Its recommendations should then be presented to the Board of Supervisors and to the Mayor. We feel certain the expense entailed in this special survey would be more than justified by the discovery of new sources of revenue they would recommend for adoption.



In closing, we make the following observations:

(1) Sheriff - The Sheriff of the City and County of San Francisco should be commended for his humane treatment of the charges under his care, and not only for the excellent manner in which he administers the entire department, but also for his good housekeeping of the jails, the buildings and the grounds.

(2) Police Department - We have some unsolicited comments from tourists, visitors and parents about the exceptional courtesy displayed by our police officers and the manner in which they respond to any questions for information and directions, as well as their quick response to any call of duty. Their attitude toward children, especially during school period, has been universally solicitous, and they have shown exceptional watchfulness in guarding against the hazard of traffic accidents. TRAFFIC OFFICERS, also, have been commended as being of a higher type than is found in other communities, even when issuing citations to traffic law violators in their polite and considerate manner. All of this adds luster and good will to the City we all love and admire so much.

We are most grateful for the assistance we received from all the executives and general personnel we have encountered in our work, and consider our city family far above the average in loyalty and devotion to their duties.

In closing, additional recommendations of this Grand Jury are contained in the appended supplemental reports.

Respectfully submitted,

JOSEPH M. TONKIN,  
CHAIRMAN, 1954 GRAND JURY OF THE  
CITY AND COUNTY OF SAN FRANCISCO



1. MAYOR.

The members of the committee feel that acknowledgement is due to the Honorable Mayor Robinson for the part he played during 1954 in the following municipal accomplishments:

Completion of San Francisco International Airport; Focusing of attention on traffic, transit and parking problems and the beginning of plans to solve them by remedial action and bond issues; Completion of St. Mary's Garage and preparation of plans for further development of off-street parking facilities when the Ellis-O'Farrell Parking Plaza litigation is ended; Reorganization of the Redevelopment Agency and a Supreme Court victory that will put the Diamond Heights project into the active phase next year; Adoption of four important bond issues in the November election; Allocation of all but a minor portion of the remaining funds in the 1947 \$12,000,000 bond issue for parks and recreational facilities.

It is the Committee's feeling also that Mayor Robinson brought wide national and international recognition to San Francisco through his service as President of the United States Conference of Mayors, and all of us feel proud.

The committee endorses these three recommendations made by the 1953 Grand Jury which have not yet been fulfilled:

1. That the Charter be amended to empower the Mayor to appoint a Deputy Mayor, who would act as the Mayor's designated representative in the conduct of municipal affairs as well as in other community functions.

2. That the Mayor's office quarters be redesigned and remodeled along more functional lines to provide for more efficiency in office operation.

3. That funds be allowed in the budget of the Mayor's department for the purpose of providing a suitable memento of the City for presentation to distinguished visitors.

The Mayor's responsibilities are numerous and exceedingly important. It is the Committee's judgment that as Mayor he has administered municipal affairs under his jurisdiction with diligence, dignity and dispatch, and we commend him for the conduct of his office through 1954.

Respectfully submitted,

ERNEST L. SMITH, Chairman,

CHARLES F. MEYERS,

ALBERT E. ALBERTON.



## 2. CHIEF ADMINISTRATIVE OFFICER, FINANCE, RECORDS

### CHIEF ADMINISTRATIVE OFFICER

Your Committee for the Chief Administrative Officer, Finance and Records, submits herewith its final report dealing with the administration, operation and activities of these departments.

The Chief Administrative Officer has jurisdiction over and is responsible to the Mayor and the Board of Supervisors for the supervision of the Departments of Public Works, Public Health, Purchasing, Real Estate, Finance and Records, Electricity, Weights and Measures, Agriculture, and Coroner. In addition, the Chief Administrator controls and administers the city's publicity and advertising fund and serves as County Road Commissioner and as a member of the City Planning Commission.

It has been the policy of the present Chief Administrative Officer to consider department heads under him and their key assistants as members of his own staff. This policy makes it possible for the Chief Administrative Officer to carry out the functions of his office without a large staff and assures a close working relationship between the office of the Chief Administrative Officer and the departments under his jurisdiction.

This "teamwork" relationship is deemed preferable to a more elaborate and expensive set-up under which staff men in the Chief Administrative Officer's office would attempt to "police" the departments under his jurisdiction. The high calibre of the department heads in this division of government and their willingness to work cooperatively with the Chief Administrative Officer toward the twin goals of economy and efficiency makes the working arrangement possible.

Outside of regular business, departments under the Chief Administrative Officer have heavy loads of public improvements ahead financed by budget and gas tax funds and the bond issues for sewers, hospital rehabilitation and modernization, and the Civic Center exhibit hall. It will be a prime objective of the Chief Administrative Officer to see that all the projects mentioned are expedited insofar as expedition can be made consistent with sound planning.

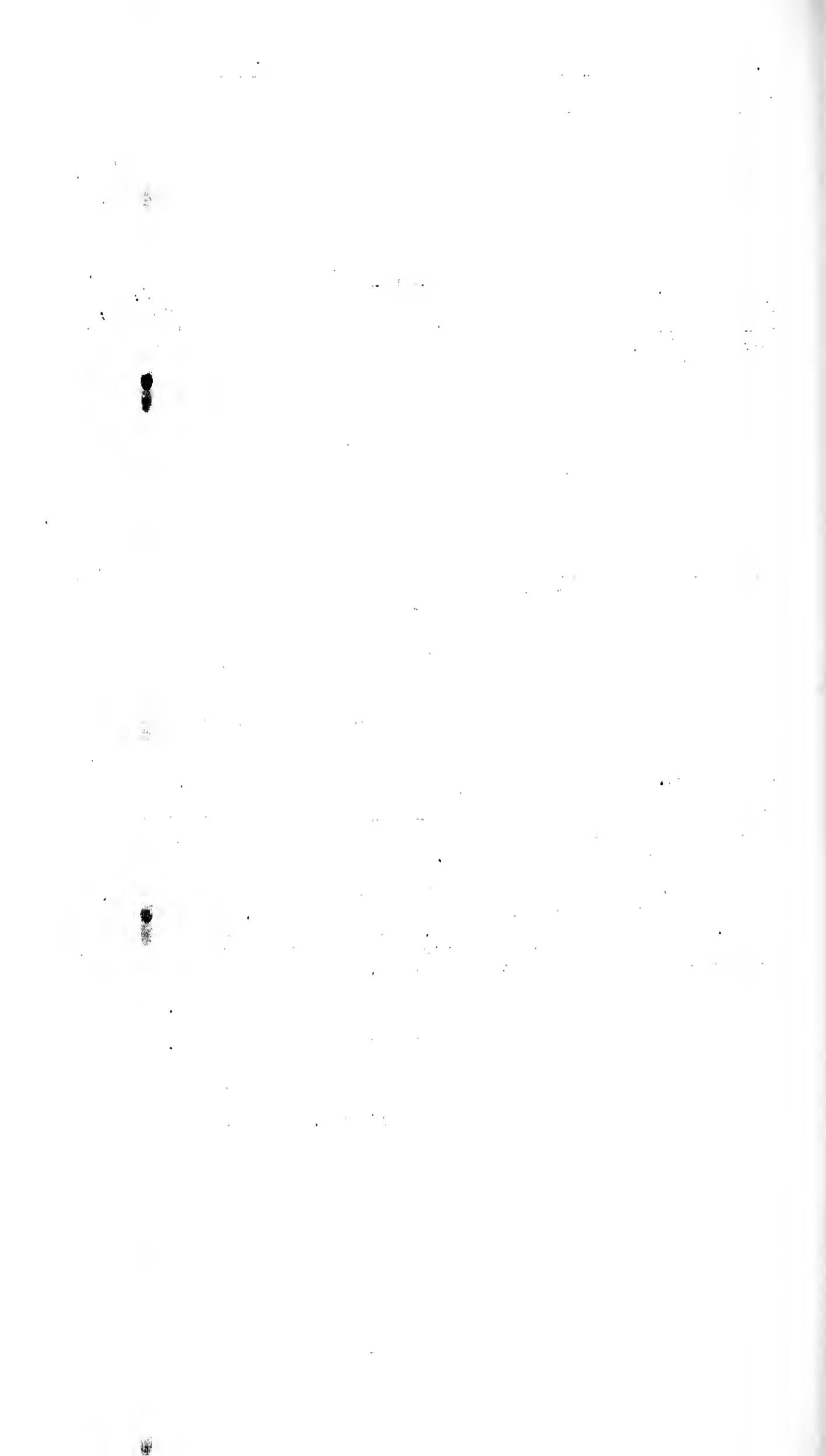
In conclusion, we believe this office and those under Mr. Brooks' direct supervision are functioning well, and we extend to Mr. Brooks and his assistant, Mr. Kline, our thanks and appreciation for their many courtesies and consideration in our contacts throughout the current year.

Respectfully submitted,

BAHR BEHREND, Chairman,

RAYMOND H. PREBLE,

BERNARD B. NEIDER.





### 3. CONTROLLER, TREASURER, PURCHASER, RETIREMENT BOARD

#### CONTROLLER

After meeting with Mr. Harry Ross, City Controller, the committee was greatly impressed by what was observed in his office, and also from the various records that he showed us, which showed that because of the Controller's vast knowledge of financial affairs, have shown impressive results in the saving of millions of dollars in low interest cost, which in turn has helped to reduce the City Tax Rates. We found that the interest rate paid by the City on outstanding bonds is the lowest at any time in the history of the City.

The main duty of the Controller is primarily financial administrator of the annual budget, which runs in excess of 195 million dollars. Prior to the expenditure of this sum of money, he must determine that the expenditure is in compliance with law. Mr. Ross has well rounded experience in all City government affairs, having been associated with the Controller office since 1932. We found that the division heads in all other departments affiliated directly with the Controller, to be capable, and up in all duties that they ascertain.

The accounts of the Public Service Enterprises, the Retirement System, the San Francisco School Department, and the Controller, are audited annually by Certified Public Accountants. Such audits lend considerable weight to financial statements submitted to bond underwriting firms in connection with proposals to sell bonds. As a result, the financial management of San Francisco affairs enjoys a most favorable interest rate whenever it enters the bond market.

#### PURCHASER

The Purchasing Department is a very important office in our City operations, and this department is headed by Mr. Harry Jones. After our meeting with Mr. Jones, we found out that this department is operating in a very satisfactory and efficient manner. When it comes to spending the City's money, Mr. Jones is very strict in all procedures that have to take place in the routine of purchases, and each payment for the merchandise, or commodity, or contract, etc., before payment is made must be O.K.'d personally by our City Purchaser. Mr. Jones has complete authority under the City Charter for the purchases of all materials, supplies, equipment, whether it be streetcars, automobiles, fire boats, office supplies, school supplies, gasoline, etc.

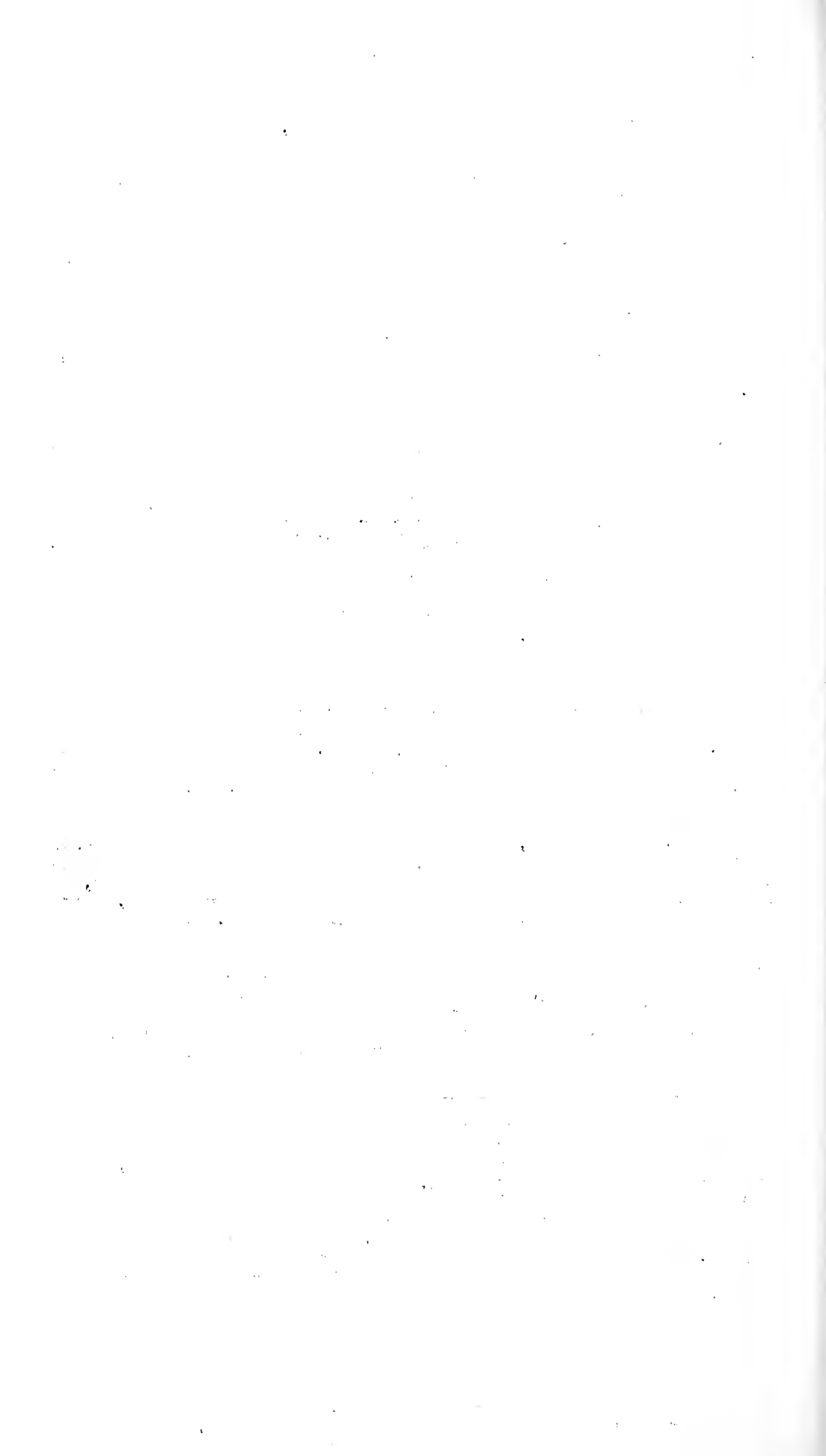
The Committee was surprised to hear that one of the big items purchased for City use is the gasoline which is purchased each year on open bid. The difference of just a fraction per gallon on gasoline was enough to save the City Taxpayers thousands of dollars. The total amount of purchases written during the 1953 year amounted to well over a million dollars a month.

#### PAYMENT TO VENDORS ACCELERATED

One of the big improvements noted in the purchasing department is the progress that has been made in expediting payments to vendors, and about 95% of payments have been made, taking the advantage of cash discounts. The results from this procedure has been satisfactory both by the saving of money for the taxpayers, and has encouraged more local competition for city bids, and naturally this in many instances, leads to lower prices in buying. We found the above was able to be done because of the excellent cooperation of the Controller's office and City departments.

#### VOUCHER SYSTEM

Another improvement that has been inaugurated in this department is the Voucher System, whereby small purchases may be made by various departments. Of course, this is done with the cooperation and approval of the Controller's office. The above procedure is called Petty Purchase Order procedure, and the various



departments cannot buy over \$50.00 in this type of a purchase. All of these expenditures are subsequently checked in the purchasing department, as to correct price, contract items, and the like, and are also audited by the Controller's office. The above procedure is a time saving and labor saving device.

The office of the Purchases is also in charge of the sales and inventory division. He is also chief of the Procurement Division, San Francisco Council & Corps, the Tabulating & Reproduction Bureau, Central Shops; in all, the purchasing department is operated by 196 employees.

### BUILDING SURVEY

In the 1953 Juror's report, a recommendation was made for the construction of a modern building and yard in a central location that will house the four separated units that now exist. If these four shops were put in one building, closer inspection can be maintained and there would be more efficient control in the operations of these central shops, which would in turn result in a substantial saving to the taxpayer. The purchases budget for this year 1954, contains an item of \$2,500.00 for a survey of all of the City Shops under the jurisdiction of the purchaser. This is in keeping with the former Grand Jury's recommendation, that action be taken to centralize these operations for economy and efficiency. Mr. Thomas A. Brooks, the Chief Administrative Officer, has approved this in the purchases budget request and it is now in the hands of the Mayor. This Committee is in full cooperation with Mr. Jones in requesting this survey. We found Mr. Jones, the Purchaser, to have a very substantial background to facilitate his capabilities to perform all his duties in a competent manner. He was courteous and the many records kept in his office are very complete and satisfactory in all procedures.

### TREASURER

The City Treasurer is John J. Goodwin. Our Committee met with him, and courtesy and cooperation received from Mr. Goodwin is greatly appreciated. We found that the operations of the Treasurer's office are governed by general laws of the State of California, City and County Charter, and ordinances and resolutions of the Board of Supervisors. The report on examination of accounts of the Treasurer's office are audited by a general audit division, and Mr. Dave F. Supple, Grand Jury Statistician, participates in this examination. The Treasurer has the full authorization to enter into necessary agreements with banks as required by law for the deposit of funds under his jurisdiction, and to determine the amount that shall be deposited in either active or inactive accounts. The inactive accounts run into over 50 million dollars, and are deposited in over twelve different San Francisco banks, and an interest rate is enjoyed, at the rate of 1% 30 day notice, and 1-1/4% on 90 day notice. In other words, the Treasurer keeps our money working at all times, which earns money for the City, and thus helps to reduce tax rates. It is necessary that a certain amount of money be kept at all times in an active account, as a large amount of money is necessary for everyday expenses, such as payrolls, etc.

It was brought to our attention by the Treasurer, and also shown in the 1953 Grand Jury report, that because of the large amount of money necessary to be kept in the vaults of the Treasurer's office, that the cages surrounding the various tellers should be modernized, and be made with bulletproof glass, and protected in such a way as to have complete insurance against any chance of burglary. The money and other securities, including bonds, are not insured in any way, which makes it even more important that better security and protection is warranted. It has also been recommended that a more modern system should be installed for the safe-keeping of bank collaterals and City bonds. This was also recommended by the 1953 Grand Jury.

The Committee realized that in this office we have a very capable man, who because of his many years of being attached



to this office, and because of the excellent experience in the past years of becoming acquainted with all procedures in this department, that the business activities will be carried out in a way that is beneficial to taxpayers. This Department is also closely affiliated with the Controller's Department.

#### RETIREMENT SYSTEM

The City and County of San Francisco Employees Retirement System was originally established by the Board of Supervisors of the City and County of San Francisco over 30 years ago, acting under Article 17 of the Charter which was adopted at the general election of November 2, 1920. This system was established to provide retirement and death benefits for public employees. Since the adoption of the new City and County San Francisco Charter, which took effect in 1932, the police and fire departments are also included in this system, whereas before they had their own pension plan.

The System is administered by the Retirement Board, consisting of seven members - the President of the Board of Supervisors; the City Attorney; 3 active members of the System, elected by the membership; and two members appointed by the Mayor of whom one is an officer of a bank, and the other a resident official of a life insurance company. The Membership of the System includes all permanent Civil Service employees of the City and County of San Francisco, Employees of San Francisco Unified School District, for certain temporary employees, and for certain elective officials. The present active membership is approximately twenty thousand, and some 4200 retired employees or their beneficiaries are receiving benefit allowances.

Mr. Ralph Nelson, who is a consultant actuary, on a part-time basis is considered as one of the most outstanding authorities in the retirement field. The contributions on behalf of the members were arrived at by the consulting actuary under the San Francisco Charter. Because of the large amounts of money that come into possession of this retirement system, it is necessary to have good authority on how this money should be invested. At the end of October, 1954, there was over 146 million dollars invested. Not more than one million dollars can be invested in any one company. It is very necessary to have a capable staff to take control of this vast amount of money, and having men like our Supervisor, Ira G. Thompson, and Mr. Belford Brown, and a capable actuary to consult, such as Ralph Nelson, the City can rest assured that the money is being invested wisely.

The earned interest received, being the sale of investments, runs into millions of dollars, and as for example, the retirement system investments show November 30, 1953, the amount over 130 million, and at the end of October, 1954, over 146 million, which shows an increase of 16 million dollars, due mainly because of interest received on investments.

#### REQUIRE ADDITIONAL SPACE

Our committee noted that the recommendations made by the last jury was that the retirement system be given an office with more floor space, as the present office has long since outgrown the requirements of the System. This system is run similar to a large life insurance agency, and as all insurance companies maintain files of records, so does the retirement system. These records date back many years, because a record has to be maintained of each employee, from the time he started working for the City. Since Mr. Ira Thompson has put in the I.B.M. Machines, it has eliminated a lot of unnecessary labor. We could readily see that the building is inadequate for the demands of this particular department.

With the City growing as it is, there will be a great many more City employees added to this retirement system. Many more records will have to be kept, and no doubt the office personnel will have to be increased to take care of the growth of this department. Our committee was greatly impressed by the operation



of this office, and it was very enlightening to hear from Mr. Ira Thompson about the very excellent personnel that is employed by this department, and the wonderful cooperation that he receives from each and every one of them.

Summing up the four above departments, and department heads, we wish to conclude in this final report that this committee finds the personnel all working in full cooperation for the good and welfare of the City of San Francisco, and to the best of their ability are trying in every way to be economical in carrying out their duties.

Respectfully submitted,

NORMAN ALTFIELD,  
Chairman

ALBERT deFERRARI

BAHR BEHREND





#### 4. ASSESSOR, TAX COLLECTOR, SALES TAX

##### ASSESSOR'S OFFICE

Conferences were held by members of this Committee with the Assessor, Mr. Russell L. Wolden, and the division chiefs of his office.

The 1954-55 assessment roll reflects a net increase of \$17,607,441. The greatest factor in this increase is the \$17,055,702 increase in taxable improvements. The current assessment roll reflects also an increase in the veterans' and welfare exemptions, to the amount of \$4,059,412.

The Assessor points out that there is an increasing pressure on the Legislature and on the voting public to exempt certain types of property from taxation. It is his position that this trend can in the long run work inequities upon taxpayers generally, and consequently both he and the other assessors throughout California are opposed to the extension of further tax exemptions.

The Assessor's office has very carefully followed and participated in the hearings conducted by the Hulse Committee of the State Senate, and by the Erwin Committee of the Assembly -- Committees on Revenue and Taxation -- dealing with possible changes in the laws pertaining to the assessment of personal property. Briefly, the committees of the Legislature are seeking information to determine whether the current lien date of the first Monday of March annually should be changed, in view of the fact that at the present time this arbitrary date works to the decided advantage of some taxpayers and to the decided disadvantage of others. Both committees are giving consideration to a substitute, such as an average annual inventory as the basis of assessment, but neither Committee has reached any conclusions as of this date.

The Assessor remains abreast of these hearings to protect the interests of the City and County of San Francisco in whatever conclusions the committees may reach.

Another point of concern to the Assessor is the rapidly diminishing area available for San Francisco's growth and the consequent expansion of assessable properties. Since 1946, his office has attempted to have a final determination made of what properties within the Presidio area might be declared surplus by the Army and thereupon made available for local assessment and private development.

The Assessor calculates that with intensive engineering and landscaping there are approximately only 7,000 building sites available in San Francisco. Surplus acreage in the Presidio could be developed into the finest residential area in the world, adding to the assessment rolls of San Francisco land and improvements of tremendous value, and making available in such an area a source of purchasers of the goods and services offered by the Downtown area of San Francisco, thus helping to preserve the values of Downtown San Francisco.

This Committee was particularly interested in the continuous appraisal and re-appraisal program established in the Assessor's office, which during this year included appraisals of all land in the Richmond district, Sunset district, Pacific Heights, various industrial sections south of Market, and the area north of Broadway from the Embarcadero to Van Ness Avenue.

This activity was carried out concurrently with the daily analysis of land sales and the maintenance of office records containing the complete assessment history of every parcel in San Francisco.

The Assessor has continued his policy of sending auditors to Eastern cities to audit the books and records of Eastern firms liable for personal property taxes in the City and County



#### 4. ASSESSOR, TAX COLLECTOR, SALES TAX - (Cont'd)

##### ASSESSOR'S OFFICE (Cont'd)

of San Francisco. 71 such Eastern audits were made during the past year.

It is the observation of this Committee that the Assessor has established modern techniques and a highly efficient system of operations in his office which comprises 136 Civil Service personnel and two appointive officers: the Chief Assistant Assessor and the Confidential Secretary to the Assessor.

It was our observation that the public is treated with the utmost of courtesy by the staff of the Assessor's office.

##### TAX COLLECTOR'S OFFICE

The Tax Collector and his staff during the fiscal year ending June 30, 1954, collected approximately \$75,000,000 - to be exact, \$74,982,097.41.

These City and County revenues include the collections of real property taxes, personal property taxes, purchase and use taxes, license fees, Sonoma State Home fees, parking meter collections, and delinquent revenue collections.

In addition to the collection of these revenues, the Tax Collector must direct the activities of the various bureaus in the office. He is bonded for \$100,000 as Tax Collector, and he is also the City License Collector, acting under a bond of \$10,000.

The Tax Collector and his staff must also prepare the annual delinquent tax roll, publish the delinquent tax list, sell and deed delinquent property to the State, conduct public auction sales of unredeemed property, prepare and deliver deeds to purchasers at auctions, and prepare all related records.

For the fiscal year 1953-1954, the real property tax delinquency was 8/10 of 1%.

The cost of collecting real property taxes is less than 1/2 of 1%.

For the fiscal year 1953-1954, real property and personal property tax collections amounted to \$67,964,227.15. The following amounts were collected for the same period by the various other bureaus under the jurisdiction of the Tax Collector:

Purchase and Use Tax Bureau	\$4,956,646.25
License Bureau	545,565.89
Parking Meter Collection Division	872,687.28
Bureau of Delinquent Revenue	642,432.84

The Head Cashier, Tax Collector's Office, transmits the daily itemized account of all moneys received to the Controller and the Treasurer, along with carbon copies of the receipts issued. This enables the Controller to maintain a constant audit daily, monthly, or annually of all money collected. These two offices cooperate closely to make certain that there is complete control of all collections.

We inspected the various bureaus of this office, and in addition to Tax Collector Walter R. Allen, we spoke to Head Cashier James Reinfeld, and the various bureau heads, all of whom appear to be performing an excellent job with good morale and efficiency.



4. ASSESSOR, TAX COLLECTOR, SALES TAX - (Cont'd)

TAX COLLECTOR'S OFFICE (Cont'd)

CRITICISM:

The office appears to need cleaning and painting. There also should be a rearrangement of the various bureaus in the office to make them more accessible to the public. Such a rearrangement would make for faster and better service to the public and should reduce operating costs.

Respectfully submitted,

GERALD B. FERRARI, Chairman,

JAMES W. GRIFFITH,

HARRY M. KELLY.



5. COUNTY CLERK, RECORDER, REGISTRAR, PUBLIC ADMINISTRATOR

COUNTY CLERK

December 6, 1954

This Committee has visited the office of Mr. Martin Mongan, County Clerk, frequently during the past year, and found this department carefully and efficiently managed.

Approximately 50% of the old files in the basement storage space of the County Clerk's office have been moved to the Otis Street warehouse to prepare the basement for maximum storage capacity. It is recommended that the present obsolete filing cabinets should be removed and new steel storage racks installed to accommodate the transfer cases moved down from the third floor offices. This would permit utilization of all valuable storage space allotted to the County Clerk's office in the City Hall. All filings of papers, entries in the various registers of actions, and photostatic copies of judgments, are kept up to the minute every day in the County Clerk's office.

There is an enormous amount of business handled through this office. For the fiscal year 1953/54 there were 10,244 civil actions filed as follows:

Civil actions involving less than \$5,000-	- - -	541
Civil actions involving more than \$5,000-	- - -	3,253
Family relations (divorce, annulment, separate maintenance)	- - -	4,997
All other civil actions	- - - - -	<u>1,453</u>
Total.	. . . . .	10,244

plus 3,602 probate and guardianship proceedings as follows:

Probate proceedings filed:	Testate	- - - - -	1,667
	Intestate	- - - - -	1,398
	Missing persons	-	4
Guardianship proceedings filed:	Minor	- - - - -	205
	Incompetent	- - - - -	322
	Insane	- - - - -	<u>6</u>
Total.	. . . . .		3,602

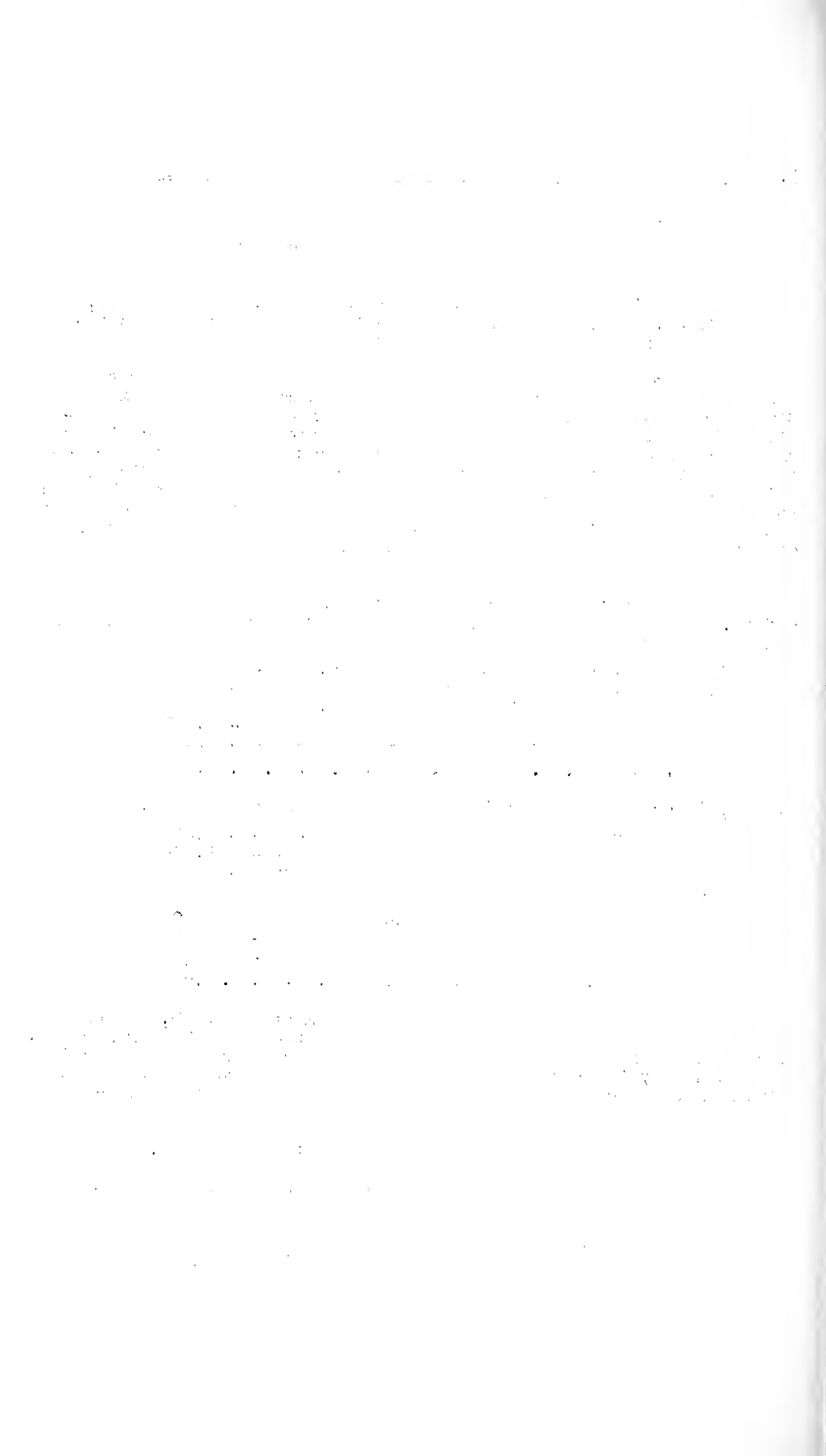
There were 4,096 divorce actions as compared with 4,327 for 1952/53. There were 477 annulments as compared with 498 for 1952/53. These figures for divorce, annulment and separate maintenance actions reflect a very interesting and satisfactory downward trend. Gross revenue for the office for the year 1953/54 amounts to \$189,934.56.

Respectfully submitted,

ALBERT E. ALBERTON, CHAIRMAN

ROBERT W. ARMSTRONG

BERNARD GOIRICELAYA





5. COUNTY CLERK, RECORDER, REGISTRAR, PUBLIC ADMINISTRATOR.

REGISTRAR

This Committee has visited the offices of the Registrar, Mr. Thomas A. Toomey, on numerous occasions and believes them to be operated most efficiently.

The Registrar has complete control of the registration of the voters and of all matters pertaining to elections in the City and County of San Francisco under Section 173. This office is conducted in accordance with the provisions of the State Constitution, the City Charter, and the State Elections Code, with various other sections in State Codes, which make it generally impossible to change procedures without changing the State law.

During the past year the Registrar held two elections, one the State primary consolidated with the special City election on June 8, 1954, and the other the general State election, also consolidated with the special City election on November 2, 1954. Owing to the length of the ballot of the June 1954 primary election, due principally to the unusually large number of candidates who filed for election to the County Committees, the voting machines were taxed to capacity. In the primary election of June 8, 1954 there were 45 candidates for County Committee in one political party in the 21st District. If there had been one more candidate for this office all of the candidates throughout the city for County Committees would have had to appear on paper ballots, necessitating an expense to the County of \$100,000 for this procedure. This procedure would be mandatory because the State law provides that the County Committees names appear on a separate unit. The Registrar recommends that the State Elections Code be amended to -

1. Provide filing fee for candidates for County Central Committees.
2. Further amend the State law to provide for the election of County Committeemen once every four years, that election being the Presidential primary election, which has a much shorter ballot.

The above two recommendations were presented to the Interim Committee on Elections and Reapportionment in Los Angeles December 17, 1954 and they were unanimously approved by them and accepted the bills as their own bills, and they will be presented to the Legislature shortly after it convenes in January, 1955.

Under existing conditions, there is a serious problem in storing the 1604 City-owned voting machines valued at approximately \$2,500,000. One-third of these machines are stored in an old warehouse owned by the City of San Francisco located at 18th Street and Treat Avenue, which is unsatisfactory from every standpoint and is hazardous to lives and property. The other two-thirds are stored in an old garage building rented as a warehouse located at 1440 Broadway, for which the City pays a monthly rental of \$1,300.00, which amount will be doubled if the City abandons the wholly unsatisfactory location at 18th and Treat and moves in an additional rented structure. Conditions at 1440 Broadway are not too much better, but are safer than in the City-owned warehouse. NEITHER BUILDING IS FIREPROOF. A permanent crew of mechanics is kept to maintain this equipment in repair and set up the machines for elections. It is estimated that this expense can be reduced by at least 25% once the equipment is stored in one central warehouse. The insurance and labor costs in taking the machines out of the warehouse, delivering them to the voting booths, and returning them to the warehouses, all of which must be done in six days, can be substantially reduced if the equipment is put in a proper type warehouse with a practical workshop. The cost of maintenance and repair, as well as operating costs will be substantially reduced if the City builds, rents or purchases a single building conveniently located, sufficiently large and suitable for storing these valuable and heavy machines where they can be taken out in a minimum amount of time and distributed to the various election booths within three days prior to election.



SAVINGS WILL RESULT FROM CENTRAL SUPERVISION, MORE EFFICIENT WORKING CONDITIONS, AND ELIMINATION OF HIGH RENTALS.

It is the opinion of this Committee that the erection or acquisition of a single building suitable from the standpoint of area, lighting, loading facilities, smoothness of floor, and sanitary facilities for the maintenance and housing of voting machines, their preparation for elections and re-canvassing of the votes after elections, should be given careful consideration and prompt action.

The City and County of San Francisco owns land at Hudson Avenue and Quint Street which was acquired with the 1948 Sewage Treatment bond funds. Part of this land is not required for the sewage system, and we are advised that a suitable site has been selected which can be obtained for approximately \$30,000 which would be used towards the redemption of that amount of bonds and which said land would be most desirable for such a warehouse. Test borings have been made and plans and specifications prepared, financed by an appropriation of \$25,000 several years ago. Money for construction will be requested by the department in next year's budget. We strongly recommend that the site be acquired and that a building be constructed thereon for this purpose at the earliest possible time.

RECORDER

During the fiscal year ending June 30, 1954, the Recorder filed and recorded 88,298 documents, and received filing fees from the public for this service amounting to \$198,507.85. In addition to the regular recorded instruments, other instruments have been recorded and certified copies issued without charge to other governmental agencies and discharged veterans, the value of such service being \$12,613.70.

Final figures for the fiscal year 1953/54 show the following interesting results:

Fees collected	\$198,507.85	
Actual expenses	<u>154,128.92</u>	
Operating profit	\$ 44,378.93	turned over to the general fund of the City.

Instruments are recorded by photography, a method which has enabled the Recorder to maintain his office over a period of years with a tremendous increase in business since 1939 with fewer personnel. Also, the photographic recording system provides excellent service to the public by enabling the Recorder to return recorded instruments to the parties who recorded them within a day or two.

Respectfully submitted,

ALBERT E. ALBERTON,  
Chairman

ROBERT W. ARMSTRONG

BERNARD GOIRICELAYA



5. COUNTY CLERK, RECORDER, REGISTRAR, PUBLIC ADMINISTRATOR

PUBLIC ADMINISTRATOR

This Committee visited the offices of the Public Administrator on numerous occasions and we have found this department to be unusually busy, with attorneys, stenographers and clerks working in such crowded space that it would seem unlikely that efficiency could be maintained.

Within the past year one legal stenographer and one typist clerk have been added to this department and Mr. Robison, the Public Administrator, has stated that in his opinion this additional help will expedite the distribution and closing of more estates.

We quote from a letter dated July 2, 1954 addressed to Mr. Ben G. Kline, Director, Department of Finance and Records, from Mr. Robison:

"The work of the office is badly in arrears. Inventories in many estates are not filed within the time required by law. Final accounting and distribution of estates lags to such an extent that there are an excessive number of requests from heirs for their distributive shares and also demands by creditors for payment of their claims.

The proper care and management of real estate, as well as the timely sale of real properties, is neglected because of lack of personnel to attend to these matters; property which should be sold remains on hand constituting a liability and risk of loss by fire, vandalism and depreciation. Estates which should be closed by the timely preparation of inventories, accounts, and settlements and distributions remain overlong on hand causing duplication of work and inefficient operation."

From the latest information we are advised that there are approximately 840 open estates. A great majority of these are small estates with an estimated average of at least three or four beneficiaries per estate, or from 2,500 to 3,000 beneficiaries. We believe it is reasonable to assume that most of the estates being handled by the Public Administrator's office are estates of people who did not have an attorney to draw up their wills and generally speaking were people of modest means. We also believe it is reasonable to assume that the beneficiaries are people who need the money and to whom it should be distributed without this continuous delay.

The latest figures available are at June 30, 1954 which show cash on deposit in banks of \$1,733,591 in addition to real and personal property, cash on hand and U.S. Savings Bonds. (Current figures are not available to this Committee at this time.)

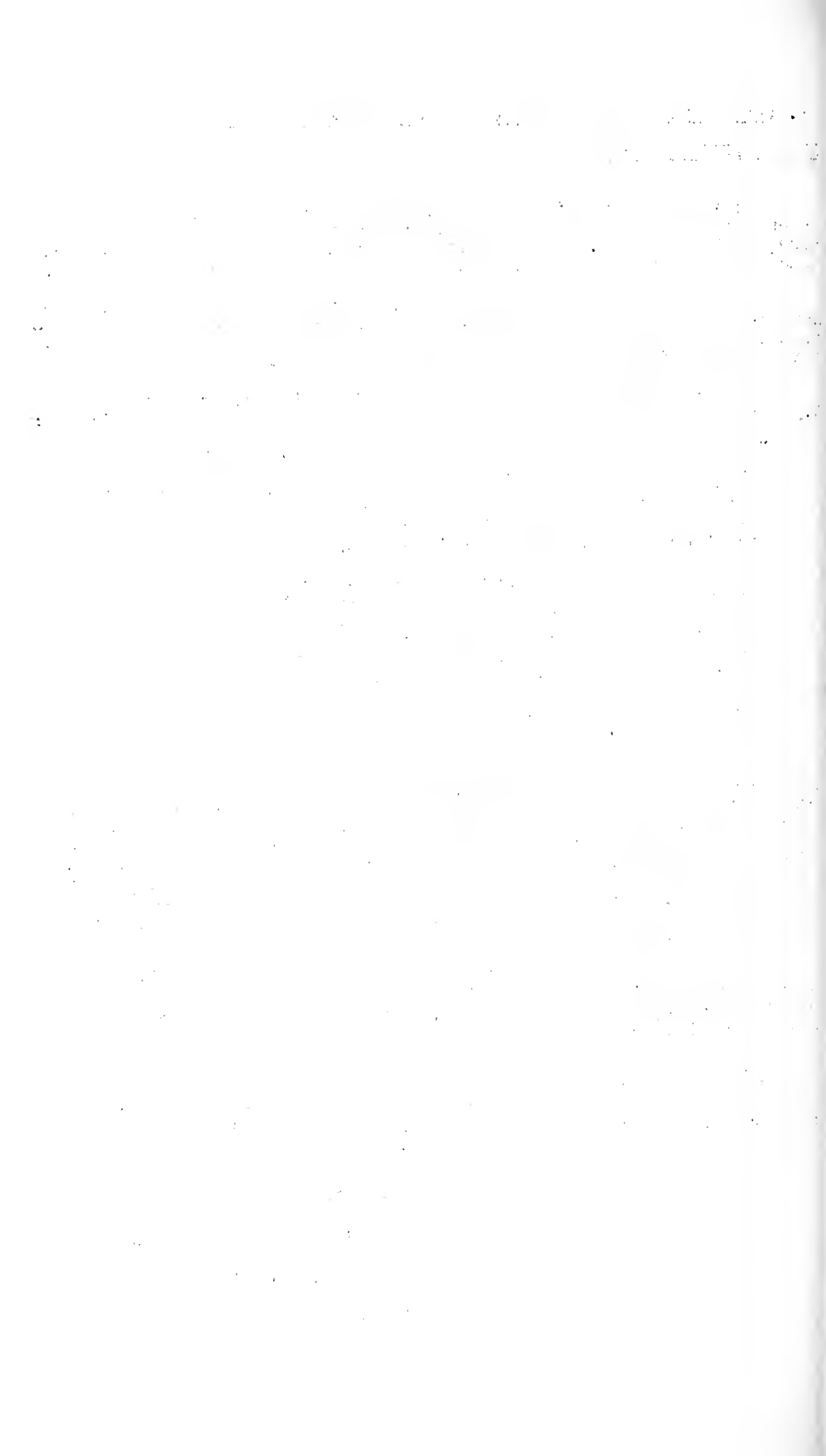
It is our earnest and sincere recommendation that the Office of the Public Administrator be given a thorough and careful study so that ways and means can be found to increase its efficiency to the end that the open estates can be closed and assets distributed to the beneficiaries at the earliest possible moment.

Respectfully submitted,

ALBERT E. ALBERTON, CHAIRMAN

ROBERT W. ARMSTRONG

BERNARD GOIRICELAYA



6. DISTRICT ATTORNEY, CITY ATTORNEY, PUBLIC DEFENDER.

DISTRICT ATTORNEY.

Your committee on the District Attorney's office has had many contacts with that office throughout the year. The office of the District Attorney has a staff of about 60 people, and we have had opportunity to observe its operation. We have found the office in all respects to be conducting its business with a high degree of efficiency.

This office has saved thousands of dollars to the taxpayers of San Francisco through its investigation and prosecution of frauds committed in obtaining welfare relief.

Of interest particularly is the contribution made by the Family Relations Division. Through this division many cases are worked out before ever reaching the courts. This division handles about 9,000 cases a year. Its primary purpose has been to maintain a harmonious relationship in families whose problems are brought to the department. At the same time it has vigorously prosecuted cases of persons who have willfully ignored their duty of support to wives and children.

The strict enforcement of the law by the District Attorney has made San Francisco a very unattractive place to underworld characters from other areas who would otherwise wish to locate here; in this the office has had plenty of cooperation from the Police Department.

In the prosecution of criminal cases the office has always endeavored to aid in the rehabilitation of first offenders, but the real criminal - the "repeater" - has been given no quarter. The record of convictions of the criminal class ranks high in the public prosecutors offices in the United States.

We are pleased to know that new quarters for the District Attorney have been secured at 617 Montgomery Street. These are located in a three story building, and will be remodeled to meet every requirement of the office, including a complete and up-to-date law library. This office in the past has been handicapped by lack of both space and privacy.

Grand Juries for the past few years have recommended that the District Attorney be furnished with a crew of full-time investigators. We also feel that there should be created an Investigative Staff under control of the District Attorney. These investigators should be specialists, such as is found in the Federal Bureau of Investigation, and they should work in conjunction with the Police Department in a continuing investigation and exposure of rackets, gangs and crime syndicates in San Francisco. The inauguration of such a staff will keep San Francisco in step with other major district attorney offices in the country. It is hoped that in the coming year this added improvement in San Francisco's law enforcement will be brought into being.

We wish to take this opportunity to commend Mr. Thomas C. Lynch and his entire staff for the able and capable manner in which his office is conducted. We also desire to compliment Mr. Norman H. Elkington, the Chief Assistant District Attorney, for the competent manner in which he has presented cases to this Grand Jury. There have been over 120 cases presented this year in which indictments have been returned. We feel that Mr. Elkington is to be commended for the splendid assistance he has rendered to the District Attorney.

CITY ATTORNEY.

A report upon the office of the City Attorney must necessarily dwell upon three matters of prime importance. First, the excellence of the accomplishments of the legal work of this important arm of the city government, second, the tremendous volume of work for which the office is responsible and, third, the exceedingly limited and inadequate space in which the City Attorney and his staff are required to accomplish this work.





6. DISTRICT ATTORNEY, CITY ATTORNEY, PUBLIC DEFENDER (continued).

Treating these matters in inverse order, the physical plant in which the City Attorney's office operates may be referred to first. While the legal and stenographic work of the office is carried on in the office rooms located in the southeasterly part of the second floor of the City Hall, all other work of the office is carried on in a public hallway adjoining these rooms which has been enclosed and converted to this purpose in order to save space. The reception room and telephone exchange quarters, formerly private, are now but part of this hallway. The desks of the law clerk and bookkeeper are also located here requiring all of these employees to work under circumstances where there is neither a sufficient degree of quiet nor adequate ventilation or lighting. The main portion of the library of the offices was formerly located in a large room adapted for that purpose where quiet and privacy were to be had. The need for additional space, however, required some time ago that this library be subdivided and used for office purposes, and the library moved into the enclosed hallway, which must still be used as a passage way leading to the inside offices. The greater portion of the legal research of the office is now required for this reason to be done under the most difficult of circumstances.

As to the private offices, many of them are occupied by two attorneys and one large office provides desk space for six attorneys. Work cannot be done with top efficiency under such circumstances and it is not economy to require important legal work to be done under such a handicap.

One room used as a stenographic pool, the best available for the purpose, is much too crowded either for work at top efficiency or for proper space requirements for full-time daily employment.

We understand it is contemplated to allow the City Attorney additional office space immediately to the west of the present offices. This should most certainly be done. The offices of the City Attorney should be close to the civil courts, as presently located, and we emphatically recommend that additional office space be provided for the offices of the City Attorney in the present location.

The City Attorney is responsible for all of the civil legal work of the City and County, a substantial part of that of the School Department, and for all the legal work of the Redevelopment Agency and the Parking Authority. The City Attorney has submitted to the Grand Jury a copy of his report to the Mayor dated September 17th, 1954, summarizing the activities of that office for the preceding fiscal year, a single-space, 13-page document much too long and too detailed to repeat or to recapitulate here. Suffice it to say that it indicates clearly a scope and quantity of legal work of tremendous volume and vast responsibility, far too great in the opinion of the Grand Jury for its accomplishment at greatest efficiency to be expected of a staff of the present number.

Legal actions are filed either for or against the City and County at a rate in excess of eleven per week, more than two every business day. While some of these actions may be settled after investigation and preparation or during trial, others of them regularly require days and weeks of court appearances as well as successive appeals. For the Municipal Railway alone in the last fiscal year 162 cases were tried in the Superior Court and 211 Superior Court cases were settled. Of the Superior Court cases tried, almost two thirds were won, a rather remarkable record in the field of negligence litigation. Almost 200 cases involving other City departments were tried and settled during that period.



6. DISTRICT ATTORNEY, CITY ATTORNEY, PUBLIC DEFENDER. (continued).

Written legal opinions, many times involving extended research on difficult questions of municipal law, have been given to the various City departments during the last year at an average of three to four a week. Important legal problems relating to the Hetch Hetchy project, the San Francisco Airport, the proposed Southern Crossing, the City's vast internal construction program, rate increase requests made to the State Public Utilities Commission by utilities serving rate payers of San Francisco and a host of other matters constantly confront the City Attorney.

To anyone who reviews the report of the City Attorney to the Mayor and who investigates the office of the City Attorney as we have done, it is obvious that the very busy legal services provided by this office save the City vast sums of money. In the matter of damage suits alone filed against the City each year, several millions of dollars are sought in judgments against the municipality. Obviously every dollar spent by the City to enable the City Attorney to obtain the most efficient performance of legal services in the defense of such actions returns a hundred-fold in savings to the City government.

The City Attorney's request, often made, for additional legal staff and for additional clerical employees to facilitate this and other work of the office is in our opinion an absolute must and a responsibility of the budget officers of the City government to which they should be alerted as emphatically as it is possible for us to do so in this report.

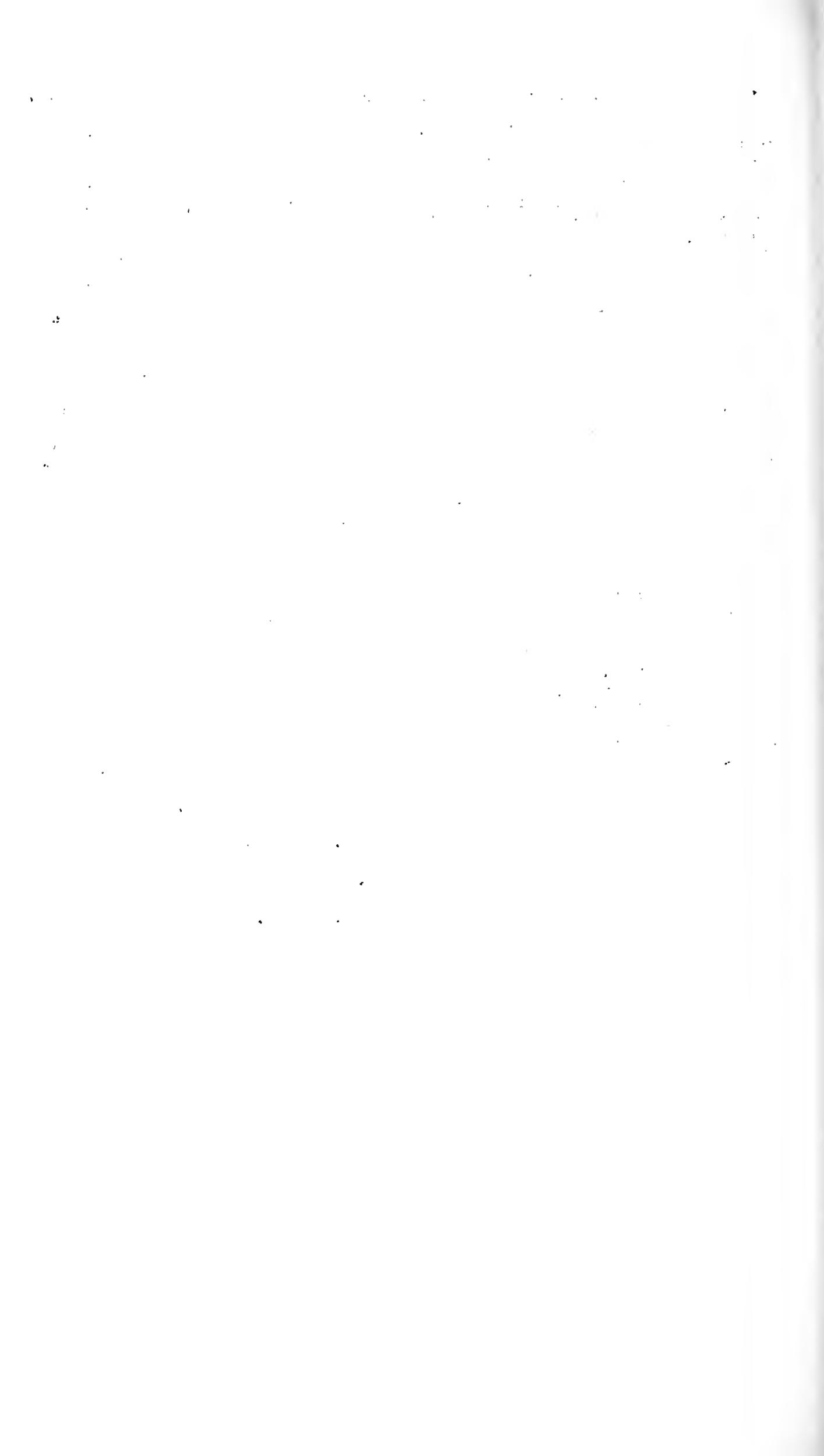
We are pleased to report that the office of City Attorney Dion R. Holm is operated in a thoroughly efficient and businesslike manner, that it engages all of the time fully of its capable staff and that the office should most certainly have more adequate quarters for its work and additional staff as requested by the City Attorney for its large and increasing volume of all of the civil legal work of San Francisco's municipal government.

Respectfully submitted,

HERMAN J. KLEIST, Chairman,

JOHN A. KELLY,

ERNEST L. SMITH.



6. DISTRICT ATTORNEY, CITY ATTORNEY, PUBLIC DEFENDER  
PUBLIC DEFENDER

San Francisco, California  
December 20, 1954

Your Committee on the Public Defender's Office first met with Public Defender Gerald Kenny, who died in office. He was succeeded by Edward T. Mancuso, who was appointed by Mayor Robinson to fill the unexpired term. We have had several conferences with Public Defender Edward Mancuso since his appointment.

We found the offices staffed with four attorney deputies: Abe Dresow, Joseph McNamara, Tobias Bricca and Waldo Postel, Jr., and one legal stenographer.

The volume of criminal cases handled during a fiscal year varies, but runs from 3,000 to approximately 4,500. This means that the office makes that number of appearances before the three superior courts, the four municipal courts, and occasional appearances before the juvenile court and at times at the Detention Hospital.

Since Public Defender Mancuso assumed office, he requires his attorney deputies to give of their full time, and they are doing a splendid job in the cause of justice and humanity. This has been confirmed by the judges of both the superior and municipal courts.

Of late there has been installed an alphabetical filing system and the office has been rearranged, notwithstanding the crowded conditions in the very limited space. The office should be moved to larger quarters in closer proximity to the Hall of Justice.

The Public Defender has submitted to Mayor Robinson certain recommendations that he feels are necessary. Among these recommendations are extra deputies and an investigator.

We feel that Public Defender Mancuso is sincere and earnest in the conduct of the office, and that he has one of the finest staffs of assistants.

Respectfully submitted,

HERMAN J. KLEIST, CHAIRMAN

ERNEST L. SMITH

JOHN A. KELLY

THE UNIVERSITY OF CHICAGO  
LIBRARY

1911

THE UNIVERSITY OF CHICAGO  
LIBRARY

THE UNIVERSITY OF CHICAGO  
LIBRARY

THE UNIVERSITY OF CHICAGO  
LIBRARY

THE UNIVERSITY OF CHICAGO  
LIBRARY

THE UNIVERSITY OF CHICAGO  
LIBRARY

THE UNIVERSITY OF CHICAGO  
LIBRARY

THE UNIVERSITY OF CHICAGO  
LIBRARY

THE UNIVERSITY OF CHICAGO  
LIBRARY

THE UNIVERSITY OF CHICAGO  
LIBRARY

THE UNIVERSITY OF CHICAGO  
LIBRARY

## 7. SUPERIOR AND MUNICIPAL COURTS, CIVIL AND CRIMINAL, ADULT PROBATION

The Committee on Superior and Municipal Courts and Adult Probation herewith submits its final report as follows:

### SUPERIOR COURT:

Your Committee has visited the various departments of the Superior Court of the City and County of San Francisco several times, and has observed an air of perfect decorum and the business of the courts being efficiently and expeditiously handled. We especially commend the Presiding Judge for 1954, Honorable Milton D. Sapiro, for the excellent manner in which he has kept the calendar on a current basis; in fact, the year 1954 has shown more speed for disposition of cases than for quite some time past. The Court (non-jury) Calendar has been kept up to date, and litigants can obtain an immediate hearing when their cases are ready for trial. The calendars for the Superior Court, both criminal and civil, at the present time, show a most satisfactory condition equal to that of any comparable jurisdiction in the country. Commendation is also accorded to all the other judges of the Superior Court, whom we found constantly at work in the various departments.

To the casual observer it would appear that a Superior Court judge starts work at 10 o'clock in the morning, adjourns for lunch at 12, returns at 2 p.m. and finishes his work at 4 o'clock in the afternoon. We have found that such is not the case. The majority of the judges are at their desks long before time for convening their courts, and remain in chambers long after the trial close for the day. In addition, we have observed many of them carrying brief cases with them when they leave the City Hall in order to do further work on briefs at home in preparation of their opinions and decisions.

In consequence of our observations, and in line with the recommendations made by the previous grand jury, we are in complete accord that legislation be approved by the 1955 session of the State Legislature increasing the salaries of our Superior Court judges. The Committee has been advised that there is a plan now pending before the State Legislature to provide a uniform standard for judges in California which recognizes the important responsibilities which the judges must assume and providing for salary increases for the judges. We find that the salaries paid to the judges of our Superior Court are much below those paid in cities of comparable size, particularly in eastern communities. It is also noted that the salaries of our Superior Court judges have not been increased since 1951, although the cost of living has increased, and there has been an almost universal recognition of this higher cost of living in the remunerations paid in all other fields of endeavor.

### COURTHOUSE:

The grand juries for several years past, and particularly the 1953 Grand Jury, have made thorough studies of the facilities available to the courts in the City and County of San Francisco. Following these various surveys, they have all recommended the erection of a new court house, in order to provide adequate space and facilities for the functions of the courts. This Committee is thoroughly in accord with the recommendations particularly of the 1953 Grand Jury, and feels that this matter must have immediate attention, as each successive year demonstrates more forcibly the imperative need for this new building. Although many arguments both pro and con have been advanced in connection with the question of the erection of a building devoted exclusively to the use of the courts and related departments, your Committee is convinced that a new court house should be provided, and that any attempt to remodel the present City Hall into a court house would fail to meet the requirements of the courts. The City Hall should be retained as the headquarters of our city and county government, and as constructed meets those requirements. It was not originally designed nor intended for court house purposes.





7. SUPERIOR AND MUNICIPAL COURTS, CIVIL AND CRIMINAL, ADULT PROBATION (Cont'd)

The grand jury also noted that the judges of the Federal courts located in San Francisco have urged the erection of a new Federal Courts Building in the vicinity of our Civic Center. We understand that some negotiations are now in progress, and that tangible results will be achieved along this line very shortly. A suggestion would be that both the United States Federal courts and the courts of the City and County of San Francisco be housed in one building to be constructed on the block bounded by Larkin, Grove, Hyde and Fulton Streets. The Federal courts could occupy the easterly side facing Hyde Street and the Superior and Municipal courts would occupy the westerly, or Larkin Street, side. It is also suggested that provision be made in this building for the offices of the District Attorney, the Adult Probation Department, and the Public Defender; also all of the Police Department's traffic division could be located on the lower floor. It is also suggested that the building be constructed in such a way as to provide a subterranean garage for the use of the general public as well as for litigants, lawyers, judges and clerks and attaches. Incidentally, such garage facilities would be a source of revenue to the City and County. This proposal should be given considerable study and careful attention, as it would be a means of facilitating the business of the courts, as well as providing more convenient means for attorneys, officials and the general public to transact their business with these agencies. Housing all these various departments under one roof would have the effect:

1. Of eliminating the inconvenience and confusion of having these various agencies scattered among different locations;

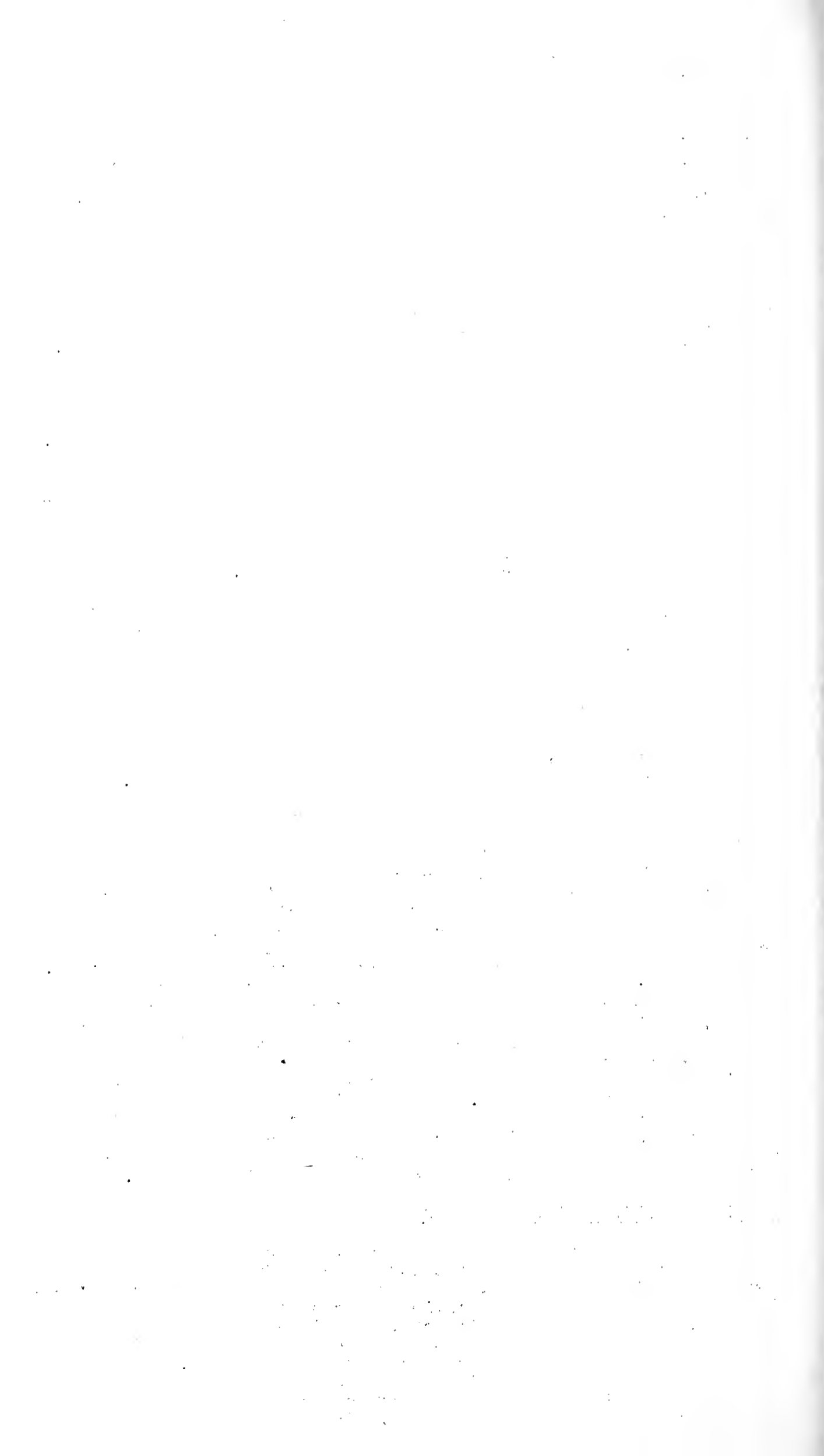
2. Relieving the City of the expense of rentals for many of them; and

3. Make it possible to re-design and re-construct the City Hall to provide ample space for all the City's governmental offices and departments in that building.

It was noted during the early part of our term of office that there were as many as ten to twelve civil jury trials in progress with only two deliberating rooms available. Also, during recesses the jurors were obliged to stand around in the corridors because they had no other place to relax. This is a very undesirable condition, due to the fact that aside from the personal discomfort to the jurors, there is the danger that, through the possibility of attorneys and litigants mingling with the jurors, some undue influence may be brought to bear on a particular juror. This condition was brought to the attention of officials charged with the responsibility of providing proper facilities for the courts, and it was promised that arrangements would be made during the year to provide additional juror rooms, but at this moment, at the expiration of our tenure as grand jurors, there still remains but two jury deliberating rooms for the Superior Court and two for the Municipal Court. This Committee urges that this matter be brought to a head and that the proper officials of the City and County of San Francisco provide for a bond issue to be submitted to the voters for the construction of a court house building to be located in the vicinity of the Civic Center.

DOMESTIC RELATIONS INVESTIGATORS:

Three years ago the State Legislature established two positions of domestic relations investigator for the Superior Court to assist the judges, by means of investigations and reports, in the handling of cases involving the custody and care of minor children. At the last session of the legislature, one of these positions was reclassified to that of Domestic Relations Court Commissioner, with the powers of a court commissioner. This has greatly expedited the handling of many cases in the domestic relations department by disposing of numerous time-consuming details before hearing by the court. The report of the Domestic Relations Commissioner for the Fiscal Year 1953-54 shows the



7. SUPERIOR AND MUNICIPAL COURTS, CIVIL AND CRIMINAL, ADULT PROBATION (Cont'd)

valuable assistance which is being rendered to the Court, and consequently to the litigants and children involved, by the establishment of these positions.

As can well be realized, the functions of this new division are posing a serious problem also, in the lack of adequate space. At present, the commissioner, the investigator and the stenographer assigned to this office are crowded into one small room, which must also serve as an interviewing room. In the interests of the efficient administration of justice to which our citizens are entitled, steps should be taken immediately to make more space available for the use of the courts.

MUNICIPAL COURT

The judges of the Municipal Court are to be commended for two important accomplishments in the management of the business of the court during the past year. All traffic matters are now handled in the City Hall instead of being divided between the former "Moving Traffic" department in the Hall of Justice and the "Parking Traffic" department in the City Hall. The former traffic court in the Hall of Justice has been converted into a department for criminal jury trials.

Consolidation of the traffic departments of the court in one location has been repeatedly recommended by the judges of the court and by previous grand juries. It was made possible finally by the allocation of additional space in the City Hall and the appropriation of funds for the construction of the Warrant Bureau in that building and the installation of jury trial facilities in the Hall of Justice. The immediate effect of the consolidation of the traffic departments is greater convenience to the public in contacting the proper department of the court, and increased efficiency in the handling of traffic cases and the records of the court. Consolidation of the Police Department Warrant Bureau in quarters especially constructed for the Municipal Court in the basement of the City Hall has resulted in a consolidated index and listing of all traffic warrants, and has materially expedited the service of Warrants of Arrest in traffic cases.

Establishment of an additional jury department in the Hall of Justice has enabled the court to eliminate a backlog of criminal jury cases, and currently a defendant may have a jury trial within one week of his demand if he so desires. This arrangement will eliminate the hearing of criminal jury trials in the City Hall, and will expedite the setting of civil jury and non-jury cases in the civil departments located in the City Hall.

ADULT PROBATION:

The Committee on the Adult Probation Department submits the following final report for the year 1954:

This able department continues to be burdened with a tremendous load of work. The caseload assigned to an individual probation officer is far beyond that for which adequate and efficient service can be expected. As a result of the failure of the City and County to provide a sufficient number of probation officers and adequate assistants, the time during which the defendants are held in prison awaiting reports is greatly extended. The expenses of caring for these persons while in custody is consequently increased. Likewise the office is handicapped in its efforts to collect funds necessary for the support of families, which naturally become public charges, because of this insufficiency of personnel.

If some degree of more adequate personnel were provided, probationers could be more carefully checked and made to meet their responsibilities. The savings thus gained would in all probability offset any increased expense in giving this office the additional employees required.



7. SUPERIOR AND MUNICIPAL COURTS, CIVIL AND CRIMINAL, ADULT PROBATION (Cont'd)

The accomplishments of this office are not to be measured in dollars and cents, however. Its dealing with human values and rehabilitation work repays this community far in excess of the meagre amount which has been allocated to this department in the past. Dollarwise, it is far less expensive to keep a man on probation than to lock him in a cell. But the opportunity to return to gainful employment in the community and the rebuilding of character are elements not found in the budget sheet. Human dignity should not be subjected to economy blocs.

This grand jury has noted many cases presented to them by the district attorney in which defendants are "repeaters", resulting from being imprisoned and thus learning from other veteran law breakers and being contaminated by them, so that when they were finally discharged they were branded as "ex-cons", making it extremely difficult for them to be rehabilitated and to rejoin society. Therefore we again state that rehabilitating persons convicted of crimes through the means of probation is far more satisfactory to all concerned.

This Committee recommends that the Mayor and the Board of Supervisors consider most carefully the request submitted by the Chief Probation Officer for an increase of personnel in his department. Many organizations, including national and state, have surveyed the office of our City and County Probation Department and have made certain recommendations as to its requirements. These reports should be most carefully weighed by the Honorable Mayor and Board of Supervisors, and consideration be given to provide this additional help without further delay.

From our observation of the Probation Department, we find Mr. Kavanaugh, the Chief Adult Probation Officer, giving his undivided attention to his duties constantly, and achieving results of immeasurable value to the community, in spite of the lack of sufficient assistants.

Respectfully submitted,

JOSEPH M. TONKIN, Chairman,

ROBERT W. ARMSTRONG,

BERNARD GOIRICELAYA.



## 8. FINAL REPORT ON POLICE DEPARTMENT, CORONER, LIQUOR PERMIT

HONORABLE FOREMAN

GRAND JURY CITY AND COUNTY OF SAN FRANCISCO

### POLICE DEPARTMENT

As our period of service draws to a close we have to attempt to draw back, as it were, from the "trees" to view the "forest". While we trust that we have not neglected to take proper cognizance of individual matters subject to our inquiry, we believe that our task also demands a critical over-all evaluation of police services and facilities.

It is our considered opinion that a good measure of service is being rendered by the San Francisco Police Department. The present department administration has made noticeable progress despite a variety of restrictions any one of which could be successfully circumscribed by positive action on the part of an informed citizenry. Some of these limitations have been touched upon in our previous reports. We wish at this time only to mention those specific factors which we believe are deserving of immediate attention on the part of all citizens who wish to obtain the maximum of police services for each dollar spent.

### AUTOMOTIVE EQUIPMENT

It seems logical to propose that if persons are charged with the responsibility of protecting the streets of this city, rendering a full measure of protection at all hours of the day, and on all days of the week, despite every perversity of the weather, then those persons should be furnished ample and adequate motor vehicle equipment to permit the execution of their responsibility.

The number of vehicle replacements allowed in recent years, in view of the actual service usage, is far below that accepted by other major law enforcement agencies.

Considering the nature of police services and the potential demands requiring vehicle operation, these deficiencies in motor vehicle replacements become ludicrous. It is the common thing to find police vehicles in daily use of a 1946 vintage and with service records well over 100,000 miles.

### COMMUNICATIONS

It is our understanding that in the early 1930's the radio facilities of the San Francisco Police Department were accepted as a model of efficiency and progressive thinking. This system was copied by many law enforcement agencies throughout the country. It is regrettable that in view of the momentous changes that have taken place in police protection that no modification has been made in local police radio facilities.

The unprecedented growth of San Francisco, the intricacies of police service demands that stem from population pressure and traffic conflict, the dominance of radio in the field of emergency communication, these are all factors that lead to the conclusion that police services are only as adequate as communications facilities permit.

It is our understanding that certain steps have been taken to correct this operational defect. An automatic inter-dial telephone system has been established throughout the department during the last month. A survey has been made preliminary to estimating the cost of revitalizing the radio system. This estimate, when complete, will be used in the forthcoming budget, to establish the cost of one of the major items of expense. It is our recommendation that full support be given this budget entry in the interest of civic security.

### RECORDS

During this present year we have had numerous occasions to review certain of the records, forms and processes used in the San Francisco Police Department. In conversation with various





## 8. POLICE DEPARTMENT, CORONER, LIQUOR PERMIT - (Cont'd)

### POLICE DEPARTMENT (Cont'd)

personnel concerned with records management, our attention has been drawn to the need of a systematic reappraisal of the records processes. It appears that here again is a function that is being performed--with a few exceptions--according to the same pattern as when it was first established about twenty years ago. A study has been undertaken by members of the department with a view to modifying the records processes but they have had little encouragement due to physical restrictions and lack of budgetary support.

One notable change has been made that is worthy of mention. As a result of past records studies the manner of preparing and processing Motor Vehicle Accident Reports was changed. In this stance, the forms were revised and designed for processing in a manner to test the practicability of the proposed records program. The test run met with such outstanding success that the plan has been made standard for accident reports. The changeover resulted not only in the saving of clerical time, but what is more important, lead to an increase in actual patrol time on the part of accident investigation crews in the order of 30%.

It is our belief that a continuation of this record study and changeover should be stimulated as a means of securing a greater measure of service from the existing compliment of police personnel.

In making this latter statement, we wish to acknowledge that the lack of adequate work space in the present Police Headquarters and the decentralization of records process can only be corrected fully when proper physical facilities are made available in a Police Headquarters Building.

### POLICE HEADQUARTERS

Once again it seems necessary for a San Francisco Grand Jury to point out that the time has come for the City to approve funds for the construction of an adequate Police Headquarters Building. This subject has been reviewed and the recommendation reaffirmed so many times that the public should be well acquainted with the need.

It is not our desire to belabor this point but we would be remiss in our obligation if we did not declare our belief that steps should be taken to provide adequate housing for the Police Administration Offices.

In our above remarks we touched upon such current deficiencies as Automotive Equipment, Radio Facilities, Records Process, etc. The success of any attempt to correct these deficiencies will depend in some degree upon available work space and proper housing conditions.

### PERSONNEL vs. RESPONSIBILITIES

During this year your Grand Jury has heard a number of comments relative to the assignment and use of Police Personnel. These comments have been as varied as their success. It appears that, in part, the problem as to adequacy or inadequacy of police personnel lies in the re-occurring practice of civic groups that sponsor a program of activity or secure the passage of ordinances requiring the deployment of police personnel; the sponsors meanwhile seldom making any attempt to secure or support a commensurate increase in police manpower.

No police force has sufficient manpower to enforce all laws to a degree satisfactory to all citizens. At best, most departments, through budget limitations, operate with the minimum force that will render an acceptable level of service. When unusual or cumulative demands for particular services are made they can only be supplied by (1) increasing the manpower, (2) requiring longer



8. POLICE DEPARTMENT, CORONER, LIQUOR PERMIT - (Cont'd)

POLICE DEPARTMENT (Cont'd)

periods of service, or (3) through neglect of other duties normally requiring the services of the personnel who have been reassigned to the special service.

We contend that more critical study should be given to requests for special service activities and that where the service is justified, steps be taken to assure that the police manpower is made available without sacrifice of other duties.

In conclusion we wish to acknowledge the complete and forthright cooperation extended the committee on the part of Chief Michael Gaffey and his entire staff. The readiness to freely discuss department problems exemplified by these public officers is sincerely appreciated.

Respectfully submitted,

JOHN A. KELLY, Chairman,

RAYMOND H. PREBLE,

JOSEPH M. TONKIN.



8. POLICE DEPARTMENT, CORONER, LIQUOR PERMIT.

CORONER.

Your Committee on the Coroner's Office submits the following final report for the year 1954:

The 1953 Grand Jury cited the shocking disclosures of conditions existing at the coroner's office and the City morgue. One of the first matters considered by the 1954 Grand Jury was to investigate these offices.

Upon the first visit of the entire Committee, a thorough inspection of the offices as well as of the entire premises allotted to the coroner and the morgue revealed conditions so disgraceful and the equipment so antiquated, as well as detrimental to health and sanitation, that we completely agreed with everything that was reported by the previous grand jury. We immediately proceeded to interview the various officers who were charged with the higher supervision of these offices, and were promised that the amount previously estimated as necessary for the reconditioning and reconstruction of the coroner's office and the morgue to make them habitable and adequate would immediately be provided. An appropriation of \$140,000 was approved by the Mayor and the Board of Supervisors over seven months ago for this purpose. Up to the present time it remains untouched. We deplore this inaction, in view of the unsanitary and inadequate conditions described above, and strongly urge that immediate steps be taken to correct these disgraceful conditions.

At the time of the 1953 grand jury's investigation the coroner's pay was \$758-\$858 per month, and was said to be shockingly low. Since then the top salary was raised by \$75. from \$858. to a flat \$933. per month. As pointed out in the previous grand jury reports, this salary is not commensurate with the requirements and duties of the position. The grand jury had found that comparable positions pay \$1000. to \$1250. per month, and in addition allow other income from outside practice. Since such outside income is an appreciable item and is not permitted to the San Francisco coroner, and since the position demands his full time, the pay, to even approach a comparison with similar positions, should be \$1,125. per month.

Nothing has been done to adjust the salaries of the coroner's investigators so that they will have a differential above the salary paid the ambulance drivers. The investigator, who is in charge in the field, is also solely responsible for interrogating, investigating, and gathering evidence, and he alone must answer for the multitude of decisions to be made, while exercising the utmost tact and diplomacy. The ambulance driver's responsibilities are simply to drive the ambulance, help remove bodies, and assist in the care of the morgue. It is patently unfair that such difference in responsibility should not be recognized. Moreover, it is difficult to keep the investigator working at top efficiency and with complete honesty and loyalty when the man who merely drives his ambulance gets the same money for about one-half the effort and one-tenth the responsibility. A differential of at least \$30. to \$50. per month should be established between the two jobs, as was the case for many years.

But in spite of the physical handicaps under which the coroner and his staff must work, the highest standards of medico-legal practice are maintained.

RESPECTFULLY SUBMITTED,

JOHN A. KELLY, Chairman,

RAYMOND H. PREBLE,

JOSEPH M. TONKIN.



## 9. FIRE DEPARTMENT, ELECTRICITY DEPARTMENT.

Your Committee met several times with Fire Chief Frank J. Kelly to discuss matters pertaining to his department.

One of the strongest compliments which can be paid this department is the fact that its rating of "Second Class" by the National Board of Fire Underwriters is one of the highest in the country for a city of the size of San Francisco.

In the company of Chief Kelly, your Committee made a thorough inspection of the newly completed station of Engine Co. 10 and the Training Center located at 19th and Folsom Streets. This structure contains all the refinements of fire house construction and will prove invaluable in training the department men. We also inspected the new station for Engine Co. 30 located at Buckingham and Winston Drive in Stonestown. Both of these buildings have ventilation systems which permit the rapid carry-off of exhaust fumes from the "warm-up" of the apparatus motors, although several of the houses visited by your Committee which have been reconstructed or are in the process of reconstruction are not being provided with this feature.

The drawing of plans and arranging for bids on the new construction is progressing, and careful study is being given to proper locations thereof and purchases of supplies and equipment involved in these operations. The outward appearances of these new structures may differ, but the interiors, living and sleeping quarters, etc., follow a somewhat uniform design, for purposes of economy and efficiency.

Your Committee also visited the new fire boat, Phoenix, which went into service only a few months ago, and although it is no doubt a well built craft, it certainly cannot render the protection supplied by the two fire boats it displaced. The Phoenix was purchased by the State of California, and is manned by members of the San Francisco Fire Department. Chief Kelly is of the opinion that one boat is inadequate, and that additional fire protection is needed on the waterfront. It is the recommendation of your Committee that a careful study of this situation resulting from the above be made toward the end that satisfactory fire protection on the waterfront is provided.

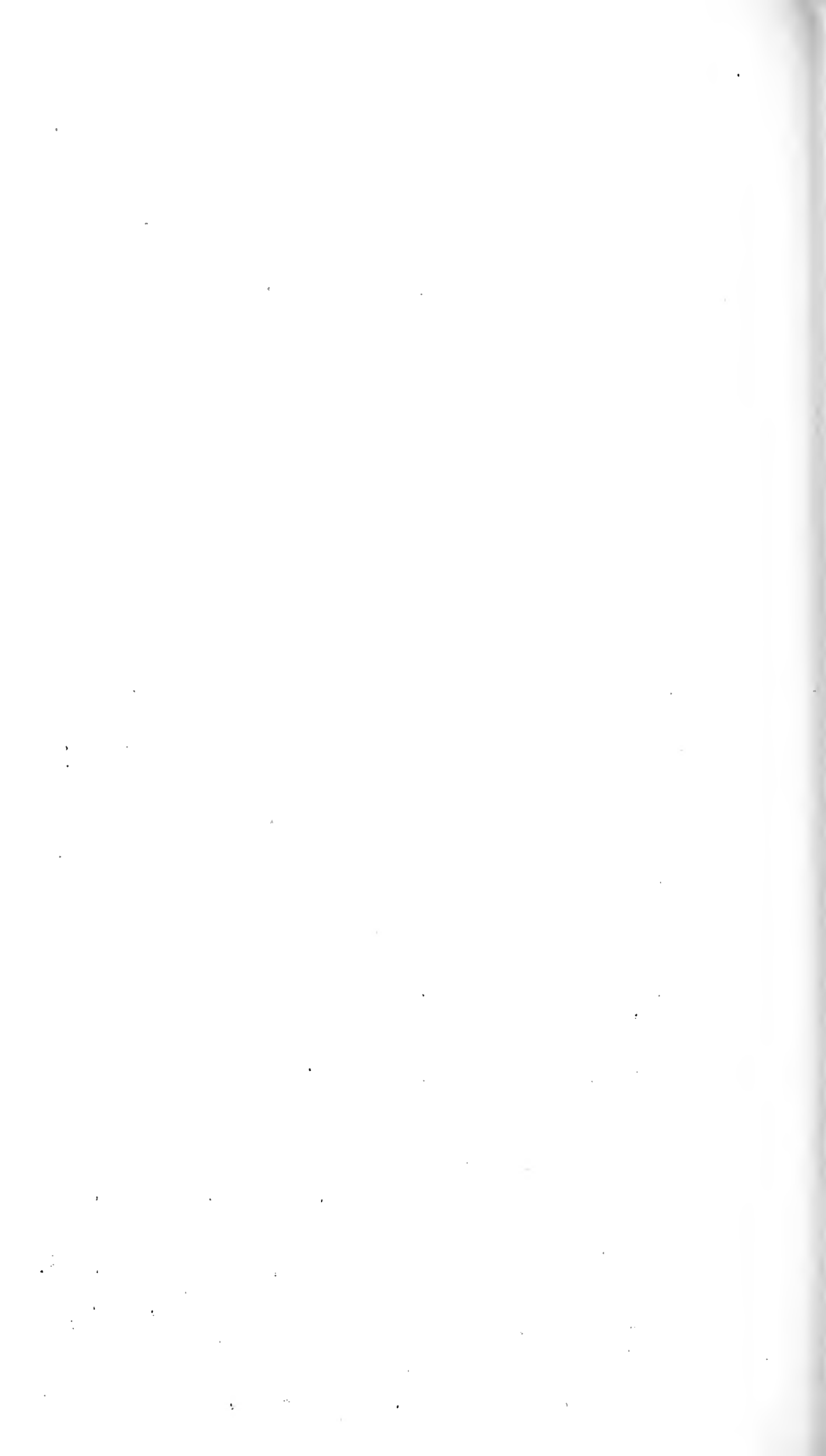
San Francisco's Fire Department continues to be one of the most efficient in the country. Recent improvements include the completion of installation of two-way radio on all ladder wagons and two-way radio will be installed on other heavy equipment as soon as possible. Two-way radio has many obvious advantages, namely, the safety and economy features.

The Committee wishes to thank Chief Kelly for all the courtesies shown it during the year, and to comment on the co-operative attitude of the individual members interviewed in the various stations.

## DEPARTMENT OF ELECTRICITY.

Your Committee met with Mr. Donald O. Townsend, Chief of the Department of Electricity, which handles the maintenance of communications (fire alarm and police telephone systems, all communications for the Disaster Council and Corps) and public safety devices (traffic signals, parking meters, etc.) to discuss various phases of his department's work, and the outcome of the recommendations of the 1953 Grand Jury, concerning such matters. The office and shops of the department are conducted in a very efficient manner, and all courtesies were extended to the Committee.

Two recommendations, in particular, of the 1953 Grand Jury were discussed in detail, as follows:





9. FIRE DEPARTMENT, ELECTRICITY DEPARTMENT. (continued)

At the present time, maintenance quarters are located on Golden Gate Avenue, in a building which is approximately forty-years old, and which was never intended for its present usage. It is now urgent that certain improvements be made in these quarters, which would actually only be alterations to correct hazardous conditions.

These alterations would cost approximately a total of \$150,000.00. Of this amount approximately only \$30,000, worth of improvements could be made without disrupting operations at the quarters, and further corrections of the hazardous conditions would call for temporary new quarters. All of these changes could only postpone the eventual move to new quarters. The city now has property available, located at Jerrold Ave., Quint St., and Innes St. (Assessor's Block 5270) which could be used as a site for construction of modern quarters at a cost of approximately \$475,000. We are informed that the cost of the site would be nil, because it would be offset by property surrendered on Golden Gate Avenue and on Duboco Ave. Plans for a satisfactory type of accommodation are available in existing drawings in the City Architect's office for other city structures and could be used in part.

The present Golden Gate Avenue quarters has heavy machinery located on the second floor, and it is our opinion that results would be disastrous if an earthquake of any severity were to occur. Wooden beams beneath the floor are suspended from steel saddles and are badly split in a number of places. An antiquated elevator and an inaccessible stairway constitute a fire hazard. The personnel at this location engaged in technical work is occupying a congested area and from a practical standpoint would seem to be in great need of better working quarters.

The second recommendation of the 1953 Grand Jury discussed with Mr. Townsend was concerned with the establishment of a central radio communications station at Christmas Tree Point, adjacent to Twin Peaks. At the present time, there are four separate units making up the radio system, which we understand does not make for satisfactory operation. Such a new radio station on Christmas Tree Point, on city owned property would cost approximately \$150,000.00, and could be tied in with the Observation Plaza Project, for which \$100,000.00 is now available.

We are further informed that present police radio is inadequate, and the city has been requested by the Federal Communications Commission to release present police radio frequency 2466 K.C. in order that they may have that frequency available for ship to shore communications. If this occurred, police radio communications would be without quarters. A complete new radio system is necessary to comply with the request of the Police Department.

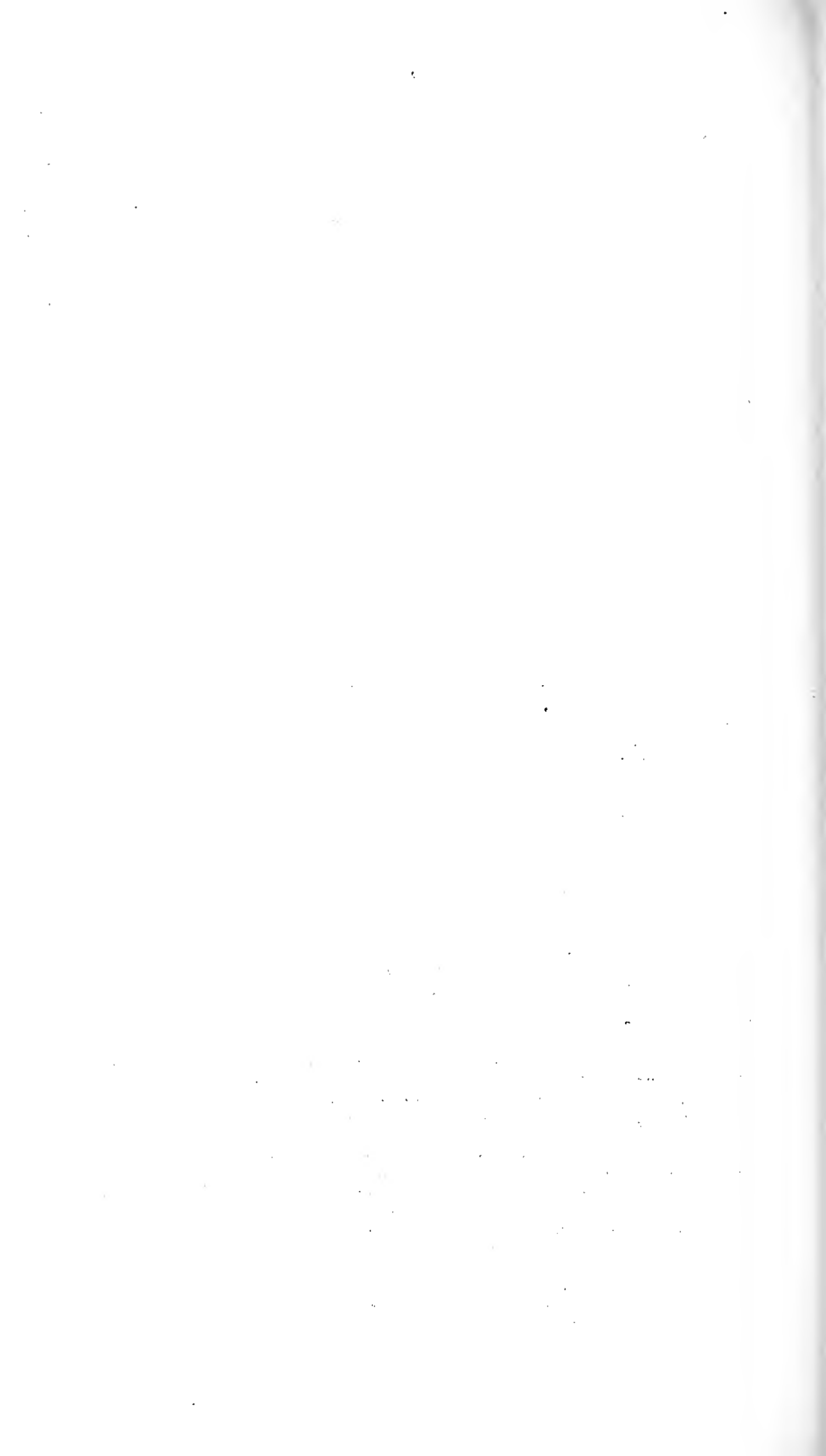
Plans have been prepared for the purpose of combining a consolidated City and County radio communications center, and a public parking and observation area on Christmas Tree Point, one of the most prominent hilltops in the city.

In conformance with Federal specifications for communications installations for civilian defense, the major portion of the communications building would be depressed below the finished ground level, with the roof then close to finished grade - offering the opportunity to use the roof for a plaza in connection with a public parking area.

Your Committee believes it is urgent that these recommendations receive favorable consideration in the allocation of funds for the 1955 - 1956 budget.

Respectfully submitted,

ROBERT W. ARMSTRONG, Chairman,  
CHARLES F. MEYERS,  
NORMAN ALTFIELD.



10. HEALTH DEPARTMENT, HOSPITALS, LAGUNA HONDA HOME, HASSLER HEALTH FARM

DEPARTMENT OF PUBLIC HEALTH

The Committee on the Department of Public Health herewith submits its final report for the year 1954.

We are pleased to report that the bonds for the rehabilitation of San Francisco Hospital and Laguna Honda Home were approved by the voters of the City and County of San Francisco. This can certainly be regarded as a victory for the several past grand juries which have so strongly urged this action during their terms of office.

This 1954 Grand Jury also strongly recommends that a "Maintenance Fund" be established by means of which San Francisco Hospital and Laguna Honda Home will be maintained in excellent condition once they have been rehabilitated, and that vigilance will be exercised henceforth so that these two institutions of such vital concern to the citizens of our city will never again be allowed to fall into such shameful neglect as was portrayed in our interim report.

We also recommend that the succeeding grand jury follow through with this recommendation.

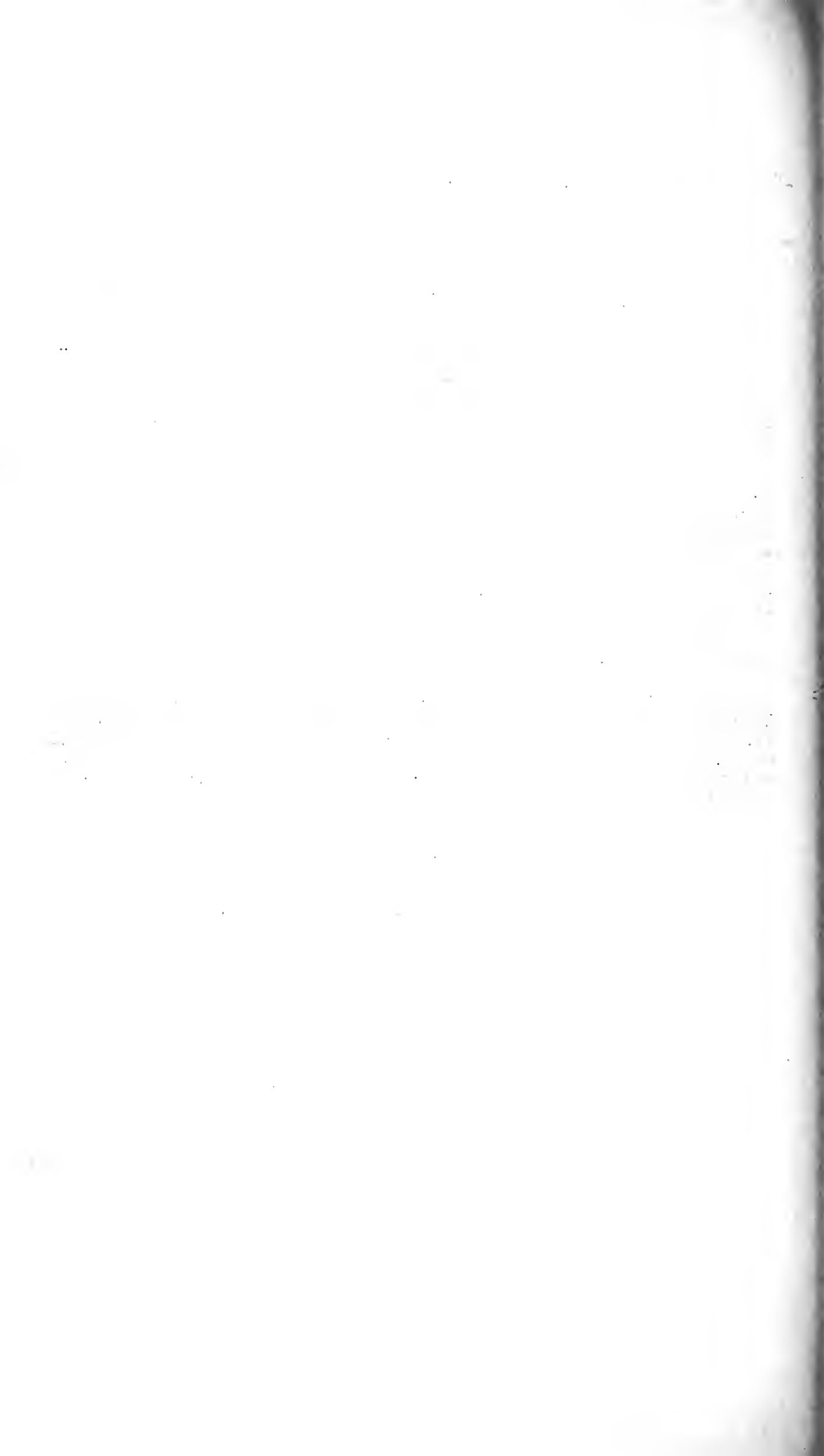
We wish to express our thanks to Dr. Sox, Director of Public Health, to Dr. Sage, Assistant Director, to Dr. Albers, Superintendent of the San Francisco Hospital, to Mr. Moran, Superintendent of Laguna Honda Home, and to Dr. Putnam, Acting Superintendent of Hassler Health Home for the many courtesies they have extended to this Committee.

Respectfully submitted,

ALBERT deFERRARI, CHAIRMAN

CLAIRE MATZGER

HERMAN J. KLEIST



## 11. EDUCATION, SCHOOLS, LIBRARIES

The Education committee herewith submits the report of its survey of the San Francisco Unified School District. To inform itself about the operations of the District the Committee has interviewed Dr. Herbert C. Clish, Superintendent of Schools, and members of his staff; has studied materials and reports prepared for meetings of the Board of Education, and has attended those meetings frequently; has visited a number of schools and talked with teachers and principals.

The report does not claim to be either systematic or exhaustive. It includes discussion of some aspects of the education program that have engaged public and professional attention during the year, and of certain other recurrent problems.

### ADMINISTRATION

The Board of Education conducts its business in open session, as required by law and by principles of good public administrative practice. Every opportunity is given both the public and Department personnel to make known their wants and to express their views on matters pertaining to education. There appears to exist a clear understanding of the separation of the policy-making from the administrative function. While the Board confines itself in the main to setting policy it is kept well informed by the staff on all phases of administration. Even where differences of opinion and philosophy exist it is evident that the members are motivated by consideration of the interests and welfare of the children of San Francisco. The same devotion is observable in those members of the administrative staff with whom the committee has had contact.

Review of programs already in effect and research into proposals for new or improved services are carried out by Administrative Workshops. If necessary, polls of teacher opinion are conducted. Textbooks are selected on recommendation of committees of teachers. Thus the Board is well briefed on matters requiring its decision, and the professional staff is fully consulted.

### STATUTORY TAX LIMIT

The statutory limit on the amount that may be collected for school purposes is \$1.80 on every \$100 of assessed valuation. A technicality of the Education Code arising out of certain historical circumstances makes San Francisco the only community in the state where payments to a local Teachers' Retirement Fund are charged to the budget of the School District. Elsewhere these costs are born by the city or county. In reality, therefore, the limit on the San Francisco School District is proportionately lower (by about 26% at present) than it is for other districts.

Even if the quantity and variety of educational services continue to be maintained at their present levels, the over-expanding needs of the School Department may soon bring the District dangerously close to its tax ceiling. The growing school population with its demands for more teachers and classrooms, automatic salary increments which account annually for approximately 5% of each tax dollar, and consequent increases in Retirement Fund payments will inevitably produce greater financial obligations.

It had been hoped that relief through clarification of the Education Code could be secured at the 1954 Special Session of the Legislature, but the matter could not be placed on the agenda. It is now expected that it will be acted upon at the next session of the Legislature.

### TEACHER - PUPIL RATIO

Following its decision that the 1954-55 school budget should be kept to the same figure as the previous year's the Board of Education instructed the Superintendent to suggest means of reducing his Proposed Budget. Owing solely to factors



mentioned above the Proposed Budget has exceeded the 1953-54 expenditure by a million dollars and would have brought tax requirements to within 3¢ of the \$1.80 limit.

Budget reduction was accomplished in the main by a new formula governing the ratio of pupils to teacher; in other words, by increasing class sizes. Provision was made at the time for subsequent review of the effects of the new formula, and a study of class sizes throughout the school system was recently completed. As a result the Board acted to restore the older, more generous formula to the secondary schools and to create a "pool" of ten teachers for assignment to meet unusual situations which might exist in individual elementary schools. In his statement recommending that the Board liberalize the formula the Superintendent said, "When class sizes are too large we are placing upon our teachers an impossible burden, since it must be remembered that if definite improvement is to be made in the work of the pupils, teachers must have time to correct the homework and class work of such pupils and plan material to meet their needs...When a teacher in a high school has a class of 35 and more students he is unable to meet individual needs and must gear his teaching to the average of the group. This means that, in large measure, he is over the heads of those less than average and is encouraging habits of laziness upon the part of the bright."

It is evident that pressures on the one hand to satisfy the demands of a growing school population without reduction of acceptable standards, and on the other to keep the budget within tax limitations will plague the Board of Education for some years to come. It is conceivable that future circumstances may again make budget reduction necessary, but curtailment should then be accomplished in a manner that will do least harm to the school system.

## SALARIES

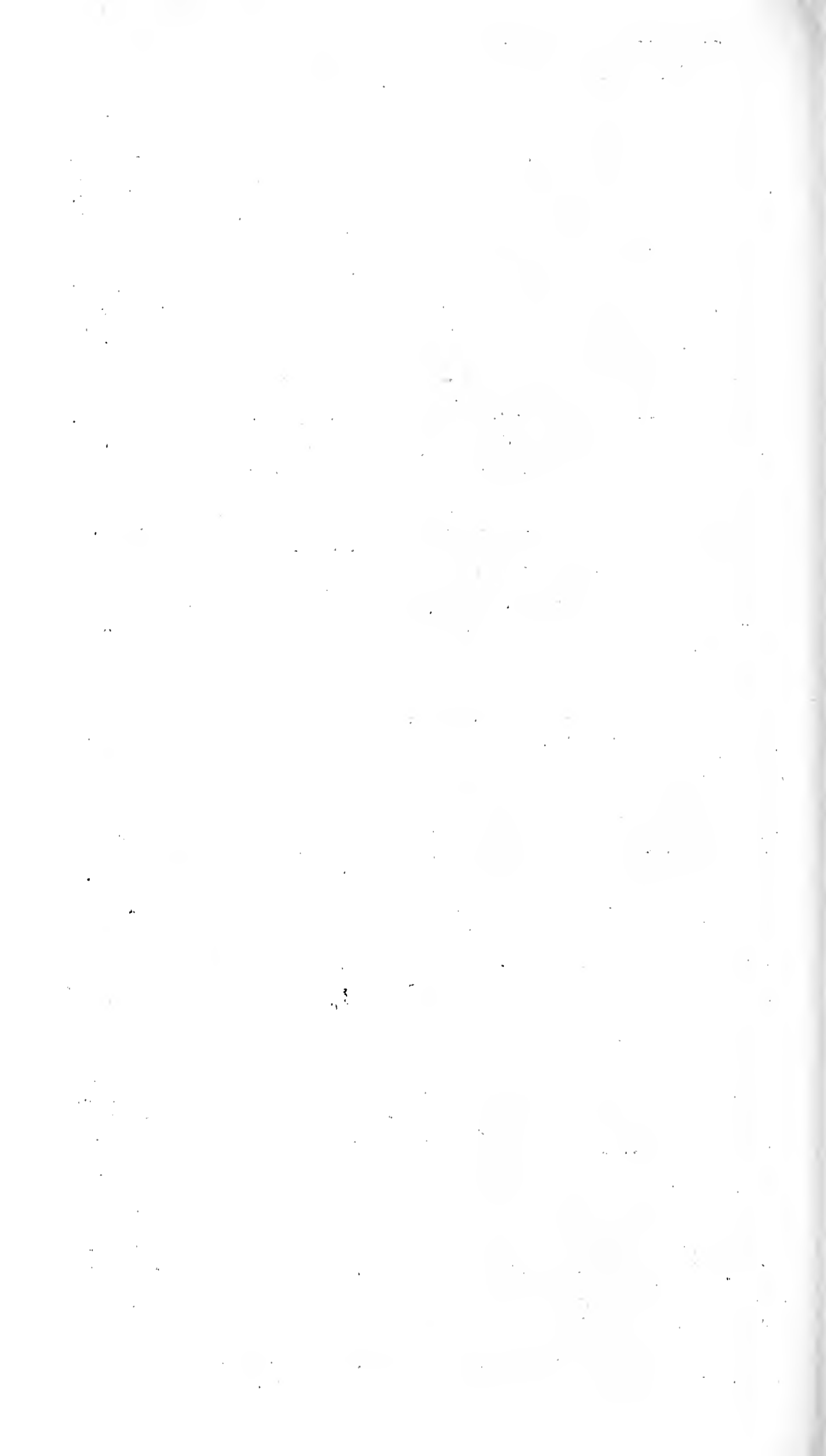
Salaries paid teachers in San Francisco are among the highest in the nation. The 1953 Grand Jury recommended that the "Board of Education 'hold the line' " on salaries. The teachers, on the other hand, argue that their pay has not yet reached "a really professional level" and is still below the standards set by their professional associations. It is true that while other communities are suffering a serious shortage of trained teachers San Francisco has been able to recruit a sufficient number of better qualified men and women because of the salaries offered.

In recognition of the fact "that this year the Board is generally hampered by certain interpretations of the Education Code which now have the effect of greatly reducing the tax money available for school purposes," the teachers made no salary requests this year. They have, however, expressed their intention to reopen the question when Code provisions have been clarified.

## ANNUAL PROMOTIONS

San Francisco's schools operate under a semester, or semi-annual promotion, plan. A "Special Report re Annual Promotions" was issued for the information of the Board of Education as a result of studies made by an Administrative Workshop Committee of school principals under the direction of an Assistant Superintendent. While acknowledging that the present system of semi-annual promotions does have the one advantage of "flexibility in permitting children to enter school at mid-term" the report lists other advantages to be gained by changing to a system of annual promotion. The latter would assure greater continuity of program and curriculum for the student; would add time for instructional purposes now lost at mid-year when teachers must devote much time to administrative matters; and would produce substantial savings in administrative costs.

It is recommended, therefore, that consideration be given to adoption of a plan of annual promotion.





## PROMOTION OF GOOD CITIZENSHIP

The visit to San Francisco by a United States Senate Sub-Committee and the publicity given by the press to problems of behavior among youth have aroused public interest in the subject. The Education Committee of the Grand Jury was directed by the Foreman to give special attention to the problem.

Social Goals Courses: Students in San Francisco high schools are required to take a course known as Social Goals which, in addition to giving driver education and performing certain vocational counseling functions, are designed to help young people develop acceptable standards of behavior. Earlier this year it was questioned whether these courses are of sufficient value to warrant the time spent in them at the sacrifice of time that might be devoted to the academic program. Opinion was sought from students, teachers and administrators, both in the form of written statements and through testimony before the Board of Education. Opinion ranged from the view that the courses are a waste of time to assurance that they are fulfilling a genuine need for guidance.

Actually it is impossible to determine the value of the courses in quantitative terms. It can never be known, for instance, if or how many students have been prevented from becoming problems to society because they have acquired a better understanding of good family and social relationships through a goals course. Conversely it is difficult to estimate for how many students it might have been more profitable to use the required semester-hour for other purposes. Admittedly the program can be improved and the administration has indicated that it will be kept under close scrutiny and study.

Remedial Classes for Children With Problems: In October of 1953 a member of the Board of Education proposed that the Board and the community consider methods for the special handling of problem children in the public schools. Staff and Board members were assigned to investigate methods developed in other communities; public discussion followed; and finally this year it was decided to establish three remedial classes on an experimental basis.

Each class is to be limited to 15 carefully selected boys who are judged to be in need of intensive, individual assistance in their academic subjects. Associated with the teachers in this enterprise will be a psychologist and a psychiatric social worker. The plan is predicated on the belief that there are boys who, through failure to keep up with their studies and with their classmates, lose interest and fall into delinquent behavior; that they can be helped, not so much by a stricter discipline as by a special remedial program.

This committee has consulted a number of persons regarding the causes of juvenile problems and it has learned only that there is a great variety of reasons that children get into trouble. The new experimental program of the School Department is designed to attack one of the recognized causes.

Alcohol and Narcotics: While juvenile use of narcotics does not appear to be a serious problem numerically in San Francisco, authorities agree that it must be carefully watched. The consumption of alcohol by minors, on the other hand, is acknowledged to be widespread.

The State Education Code requires that, throughout a school system, instruction be given in the nature and effects of alcohol and narcotics. A special study of the subject was made this year by the San Francisco School authorities and a plan was developed to intensify and modernize the instruction given in the San Francisco schools. The report does recognize that responsibility for prevention of juvenile violations of the narcotics and liquor laws lies not alone with the school department but with all agencies, public and private, that are concerned with the welfare of youth.



Child Guidance Services: In addition to the counseling program carried out in the schools the District maintains a Guidance Service Center to which are referred children, and their parents, whose difficulties are beyond the facilities of the schools themselves to handle. It has been suggested that these services be expanded, in particular by sending specialists into the field to coordinate the activities of home, school and other agencies. This committee agrees with the Superintendent that before any enlargement of present services is authorized, beyond that involved in the establishing of remedial classes, a thorough appraisal should be made. It is acknowledged that, in general, children who become involved in offenses that bring them to the attention of the Juvenile Court have previously shown up as problems in school, and that the school thus has the first opportunity to work with them. Nevertheless the prevention of delinquency is not, and should not, be solely the responsibility of the school department.

Conclusion: The schools, as the agencies having the closest and most consistent contact with juveniles, have a special obligation to promote good citizenship and are required to do so under State Law. The danger does exist, however, that the schools may assume or be given too large a share of what is a total community responsibility, at the expense of their primary function of education. A closer coordination of the work of all youth agencies, public and private, would encourage the proper and rational distribution of responsibility.

#### GIFTED CHILDREN

While attention, publicity, time and money are focused on means to improve the curriculum and remedial services for one group of children there exists another group with an equal claim on the school department. A social loss is sustained, though not so dramatically apparent, when the educational establishment fails to provide a program that fully engages the capacities of the gifted child. San Francisco's school authorities are aware that much needs to be done to develop a curriculum that will be a challenge to the abler student.

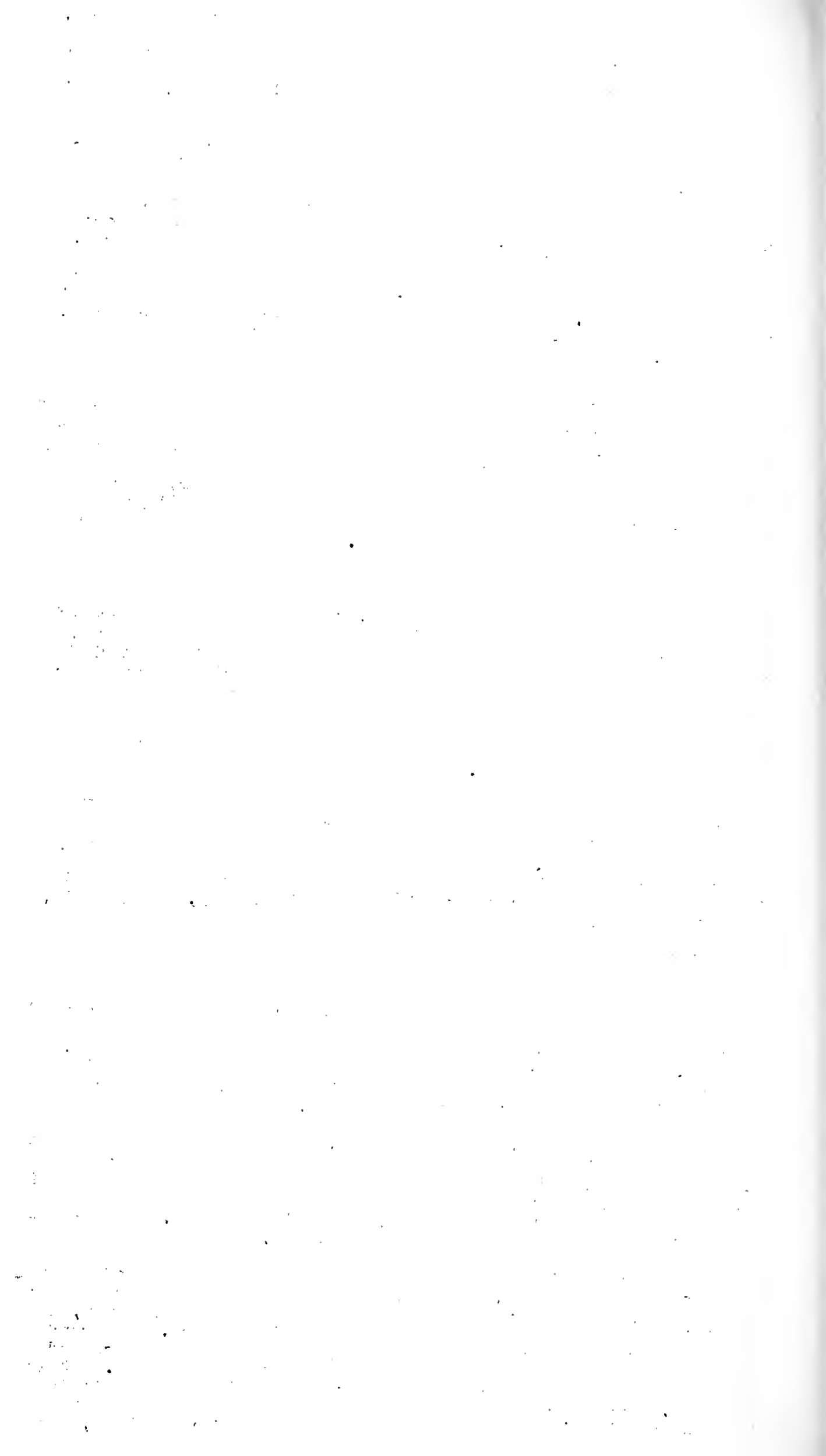
This committee has been informed that the State Legislature will be asked for an appropriation of funds in order that a statewide study be made of techniques of curriculum enrichment for the gifted child. This committee urges that the necessary funds be made available, and that on completion of the proposed study the San Francisco school department intensify, accordingly, its own program.

#### PURCHASING AND MAINTENANCE

The committee was informed that great improvement in the Central Purchasing system has made unnecessary a once proposed Charter amendment that would have permitted the School District to set up an independent purchasing system. The committee has, however, received occasional complaints that certain materials and equipment still do not conform to specifications, and suggests that the school administration remain vigilant.

In the matter of maintenance, it has been suggested that small repairs might be made more expeditiously if the School District were empowered to maintain its own crews. Prompt repairs of minor damage and continuing upkeep of physical properties would prevent deterioration and consequent costlier repairs. The possibilities of such a change should be explored.

Early this year the committee was given a tour of several schools at one of which, in use for only two years, it was noticed that plaster around door frames was cracking and falling away, a condition that had existed since the school's opening. A second visit toward the end of the year revealed that the condition had not yet been corrected but had, instead, become aggravated. It is evident that either a structural defect or faulty workmanship is involved. Whatever the reasons may be for failure on the part of the responsible city department to remedy the defect earlier, the



(Education Comm.)  
fact remains that new and valuable property is being allowed to deteriorate. The committee does not mean to suggest that faulty construction or neglect are widespread, but is aware that rigorous vigilance must be maintained. Steps are finally being taken to repair the condition and it is hoped that in the future means will be found to correct such defects with greater dispatch.

#### CAFETERIAS

Rising hourly wages, holidays for hourly workers, and an increase in the number of needy children receiving free lunches combined to enlarge the deficit in Cafeteria operations during 1953-54. It is yet too early this year to determine how certain administrative changes, made to improve efficiency in this service, are working, although indications are that continued deficits can be expected.

Surveys have been made by San Francisco school officials of other school districts where centralized kitchens for their cafeterias are in use. The conclusion is that such centralized kitchens do promote more economical operation of cafeterias, but that San Francisco should be given an opportunity to test its own recent reorganization before considering the more radical change.

#### CURRICULUM

Without evaluating the actual accomplishments of students the 1953 Grand Jury questioned the adequacy of the number of hours being devoted to the study of "basic" subjects, and suggested the possibility of more intensive training in fundamentals. This committee has learned that a program is under way to determine students' achievements in basic skills. Tests will be given seventh grade students and the results will be correlated with their aptitudes, their years of residence in San Francisco (it is recognized that students coming from certain other areas are often less well-trained), and with the local elementary schools they attended. It is hoped that the results of these tests will provide an objective standard by which to judge the efficacy of teaching methods, and will indicate if and where more intensive training is needed. The very frequency with which the need for a more extensive remedial program in basic subjects is mentioned does suggest that original instruction may need strengthening.

The content of a public school curriculum is properly the concern of the professional educator, who in turn must interpret the needs and wishes of his community to devise an appropriate curriculum and establish appropriate standards. The danger exists that in a school system as vast as San Francisco's the effort to meet the needs of all the children may, of necessity, mean that for some children the educational program will not be sufficiently rich or intensive, and that for others it will be too demanding. Both extremes are entitled to their fair share of educational opportunities and society profits when the few as well as the many are encouraged to develop according to their capacities. The citizens of San Francisco have only to clarify their own wishes and standards for the school department to make progress.

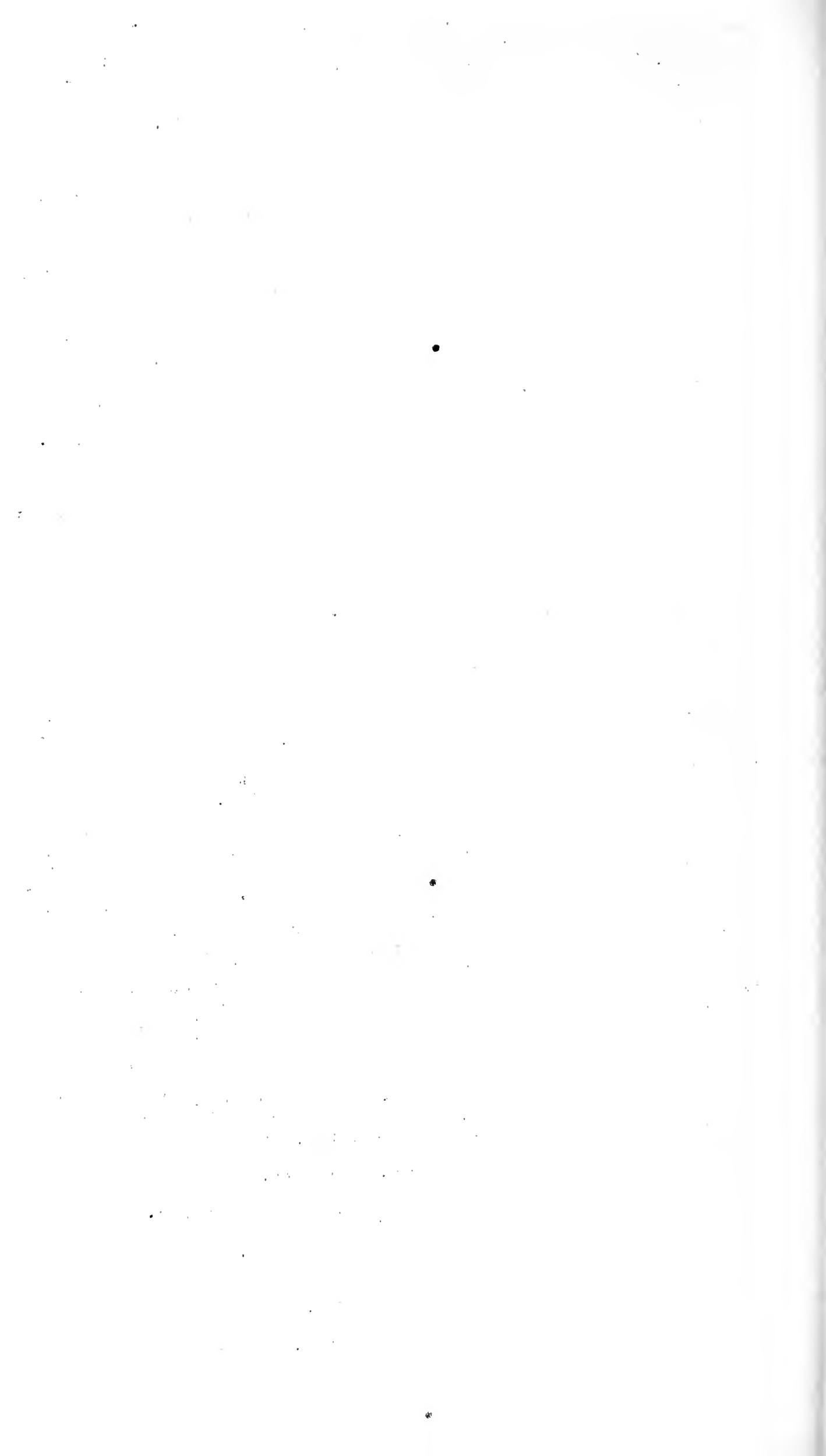
The committee has appreciated the opportunity to inform itself about the operations of the San Francisco Unified School District. It is most grateful to Dr. Clish and the members of his staff who have been so generous in sharing their time and their devotion to the purposes of public education.

Respectfully submitted,

CLAIRE MATZGER,  
Chairman

GERALD B. FERRARI

RAYMOND H. PREBLE



## 11. EDUCATION, SCHOOLS, LIBRARIES

### SAN FRANCISCO PUBLIC LIBRARY SYSTEM

A survey of the San Francisco Public Library System was made through visits to the Main Library and some of its 23 branches, attendance at meetings of the Library Commission, and consultation with Lawrence J. Clarke, City Librarian, and Joseph J. Allen, Secretary to the Commission. In addition, previous Grand Jury reports have been studied for the purpose of determining the extent to which their recommendations have been carried out.

Because successive City Budgets have failed to provide the necessary funds it has been impossible for the Library Department to effect many of the recommended improvements. Unavoidably therefore, this report must be, in large measure, a reiteration of previous Grand Jury reports, although it will contain some additional suggestions for extending the library services offered the residents of San Francisco.

#### PERSONNEL

The Library Department is under the jurisdiction of a Commission of 11 members appointed by the Mayor, and is managed by the City Librarian and the Secretary, both appointed by the Commission.

It is estimated that compared with other major libraries in the United States, San Francisco's number of professional employments is among the lowest. (Its per capita expenditure for library purposes is also extremely meager.) The following figures for professional employments are illustrative:

San Francisco	87
Oakland	107
Milwaukee	111
Cincinnati	139
Minneapolis	143
Baltimore	192
Detroit	289
Cleveland	291
Boston	351

San Francisco's 87 full-time professional librarians man the 23 branches and the Main Library with the assistance of many part-time, untrained employees, six days a week, approximately 13 hours per day. It is evident that the department is over-staffed with part-time assistants, and it is therefore recommended that as soon as possible these be converted to full-time, professional employments.

#### CHILDREN'S LIBRARIAN

The development of an adequate library program for children has been retarded for want of a specially trained Children's Librarian. Children's work is a most important function of a library, and the addition of a specialist to the Library staff would do much to stimulate interest in good reading among the youth of San Francisco. An active library program might make an important contribution in directing children toward the more creative kinds of recreation. It is recommended that consideration be given to adding the position of Supervisor of Children's Work whose responsibility it would be to train personnel throughout the Library System and to build up a well-rounded children's program.

#### HEAD BINDERY LIBRARY

It is regrettable that the City Administration found it necessary to delete from the Library budget the position of Head Bindery Librarian. The establishment of this position, asked for by the Library Commission, would make possible a far more efficient expenditure of the \$50,000 now appropriated for the binding of books, and a saving of up to \$12,000 annually in this





## 11. EDUCATION, SCHOOLS, LIBRARIES - (Cont'd)

### SAN FRANCISCO PUBLIC LIBRARY SYSTEM (Cont'd)

item. Lack of proper supervision in the selection of books to be rebound results in unavoidable duplication under present procedures. It is therefore recommended that the position of Head Bindery Librarian be established.

#### BOOKS AND EQUIPMENT

The supplying of books in adequate numbers to serve the needs of a community is the all-important function of a public library. In this respect the Library budget has not kept pace with the rising costs of books nor with the expanded Library program. The number of books purchased annually has dropped from 65,000 ten years ago to 35,000 at present, while during the past four years three new branches have been opened. In order to stock the new Marina branch this year it was necessary to appropriate some \$30,000 from the already inadequate regular book fund. The consequence was that the Main Library and the other branches suffered enormously in the number of books provided for their services. Furthermore, because the book fund is one of the few items in the budget over which the Commission has control (approximately 75% of the budget is for salaries and retirement) each year they have been obliged to use some of the fund for materials and supplies.

The budgetary allowance this year for the purchase of new equipment to replace outworn chairs, tables, typewriters, etc. is \$57.00. The inadequacy of the sum speaks for itself.

It is recommended that more realistic sums be appropriated annually for the purchase of books and equipment.

#### RECORDS

An acknowledged function of the modern public library is the establishment of a record collection. Recognizing this, the Commission included an item for record acquisition in its budget recommendations last year, but the item was deleted by action of the Board of Supervisors. In view of San Francisco's support and appreciation of good music it is particularly unfortunate that the Public Library is denied the means of building a record collection. It is recommended that consideration be given to an appropriation of funds for this purpose, with the understanding that such an appropriation shall not be made at the expense of the book fund.

#### EXTENSION

In conformity with the Commission's Extension Program and with the 1953 recommendations of the City Planning Commission as embodied in the "Report on a Plan for the Location of Public Libraries in San Francisco" funds have been accumulated in the annual budgets since 1951 for the construction of five new branches, three of which have been completed.

#### MARINA BRANCH

The latest of these, the Marina Branch, was constructed during the past fiscal year and was opened to the public in August, 1954. Located in Funston Playground conveniently near the Chestnut Street shopping district it has already proved to be one of the leading libraries in the system from the point of view of circulation; and is recognized by authorities as architecturally and functionally outstanding. The Recreation and Park Department and the Library Department are to be congratulated upon the excellent results of their collaboration.

#### WEST SUNSET BRANCH

Preliminary plans have been prepared and it is expected that the building will be under construction within the next few months.



11. EDUCATION, SCHOOLS, LIBRARIES - (Cont'd)

NORTH BEACH BRANCH

With funds already provided the Commission has been endeavoring to secure a suitable site. Property values in this area are extremely high and the Commission is properly insistent that the Branch be located where it can give maximum service to the residents of the district.

PARK-MERCED-STONESTOWN

The Director of Property has been directed to negotiate the purchase of land at Winston Way and 19th Avenue for the construction of a branch to serve the residents of Park-Merced, Stonestown, Lakeshore, and Lakeside districts.

It is evident that conditions of modern, urban life with its transportation and parking problems, demand that more and more books and library services be brought to the district level. The Extension Program of the Library Commission is designed to meet modern needs, and it is recommended that the City Administration continue to provide funds to carry out this program.

RENOVATION OF MAIN LIBRARY

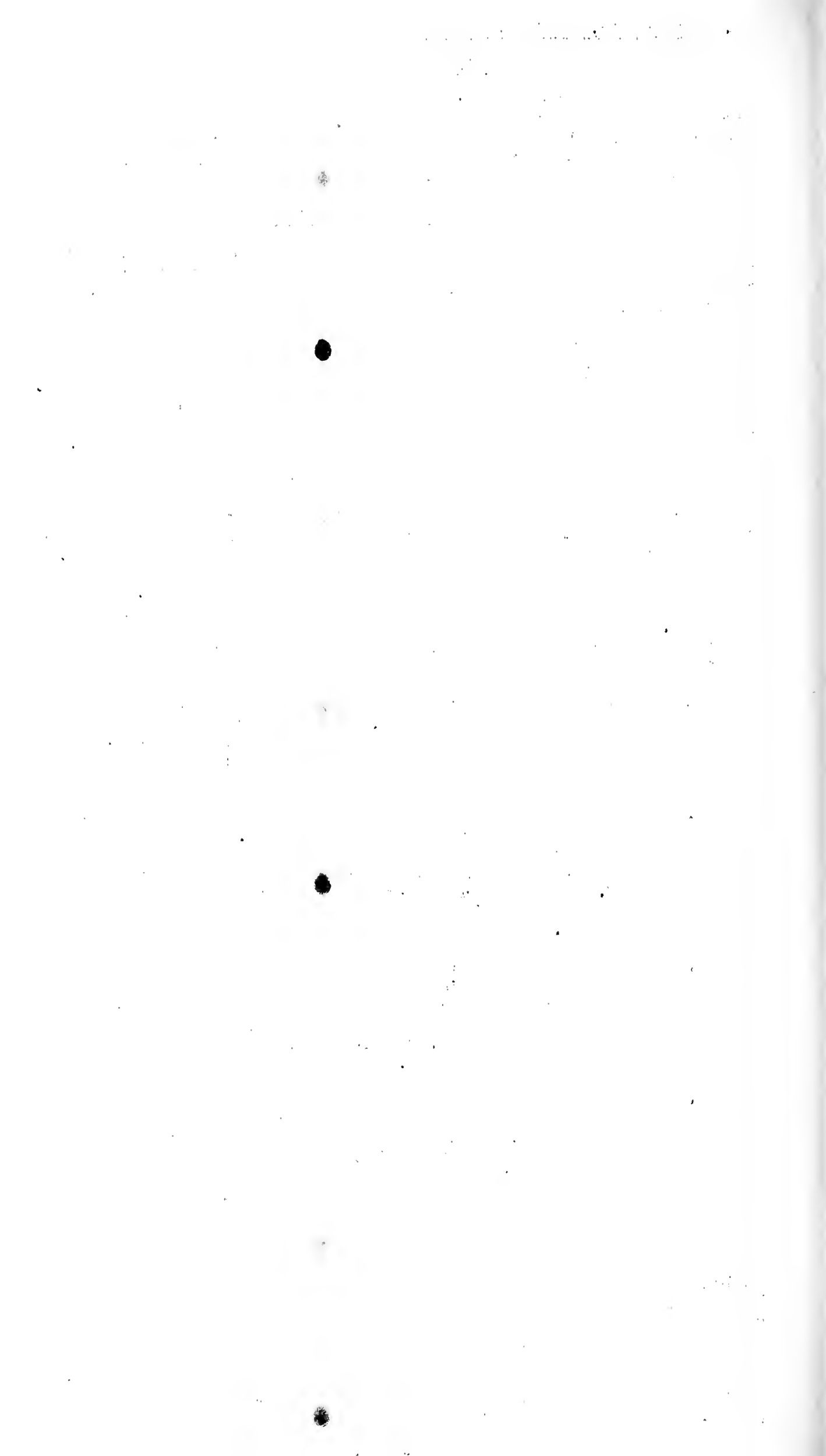
Built in 1917, the Main Library has undergone no major renovations since. It is imperative that certain alterations be made to render the institution more responsive to modern needs. While it is true that the growth of the branch system has diminished the general public's use of the Main Library, the importance of the latter as a research center is increasing markedly. And its services could be broadened if funds for improvements were forthcoming. Following are recommended improvements:

1. Alterations that would make possible separate Arts and Documents departments, combining the Newspaper and Periodical Rooms, and moving the Music department to better quarters in order to house more efficiently the growing collections.
2. Installation of elevators in the Circulation department for use by both staff and public. There are eight floors of stacks and the fact that there are no elevators has worked a great hardship on the staff. Now that a semi-open stack system is in use it is even more imperative that elevators be installed.
3. Relocation of men's lavatory facilities which are now immediately adjacent to the Children's Room. Despite protests from parents and civic organizations, and requests by the Commission for funds to remedy the situation, the item has repeatedly been deleted from the budget.
4. Installation of a telephone switchboard. More and more the Main Library is being used by the public for reference. From eighty to a hundred thousand calls are answered annually. With this volume calls are frequently backed up at the City Hall switchboard and complaints are frequent.

SERVICE AND USE

Use of the libraries is increasing as evidenced by the number of card-holders and the number of books circulated for home use. The opening of the Marina Branch meant increased circulation and it is to be expected that as more branches are opened the pattern will be repeated.

In view of the growing use it is unfortunate that owing to a deficit in the Wages Appropriation for part-time librarians and pages, it will be necessary to close the Main Library on Saturday



11. EDUCATION, SCHOOLS, LIBRARIES - (Cont'd)

SAN FRANCISCO PUBLIC LIBRARY SYSTEM (Cont'd)

evenings beginning January 1, 1955. This deficit resulted from a new requirement that part-time employees be paid for holidays and vacations; and a Supplemental Budget Request for \$10,000 has been made. If granted, it is expected that service will be restored and that it may be possible to re-open the Library on Sunday afternoons as well.

In addition to circulating books and serving as a reference facility, the Library Department sponsors many correlative activities. The exhibits, special film showings and record concerts contribute to the enrichment of life in San Francisco.

Despite budgetary limitations the Library Commission and its executive staff, through careful management and a genuine regard for the cultural needs of the community, continue to provide a valuable library program. Unanimous attendance at Commission meetings is the general practice. Meetings are conducted in an orderly manner and with due consideration for such representatives of the public who may be present.

SUMMARY OF RECOMMENDATIONS

1. The many part-time employments should be converted as soon as possible to full-time professional employments.
2. The position of Supervisor of Children's Work should be created at a future date when other needs have been fulfilled.
3. The position of Head Bindery Librarian should be created.
4. Adequate sums should be appropriated annually for the purchase of books and equipment.
5. Consideration should be given to establishing a record collection.
6. The Extension Program should continue to receive the necessary budgetary support.
7. Renovations and alterations to the Main Library should be carried out immediately.

Respectfully submitted,

MRS. CLAIRE MATZGER, Chairman,

GERALD B. FERRARI,

RAYMOND H. PREBLE.



## 12. JUVENILE DEPARTMENT

The presentation and commentary of the Annual Report 1953 of San Francisco Youth Guidance Center, are excellent. Some type of direct service were given to 11,858 children of whom 3,794 were under supervision or pending investigation on January 1, 1954.

The Juvenile Department consists of three units: Probation Department, Juvenile Hall and Log Cabin Ranch near La Honda. Honorable Melvyn I. Cronin, Judge of the Superior Court, supervises these operations. Judge Cronin was assigned to Juvenile Court this year and has shown great personal and diligent interest in youth problems, and has made every possible human effort to assist the youth.

Chief Juvenile Probation Officer, Philip Green, the Court's executive officer, is responsible for the functioning of all sections of the Juvenile Department. He has worked diligently since he assumed this position on January 1, 1953, to correct the New Youth Guidance Center and Log Cabin Ranch physical plant deficiencies. The Center is located on the western slope of Twin Peaks on Woodside Drive. It was completed in 1950 at a cost of \$4,500,000. We visited the Center and reviewed the several urgent requests reported in the previous year Grand Jury report.

Philip Green on March 7, 1954 appeared before the Board of Supervisors and received approval of his request for an appropriation of \$29,790.00 from unused bond funds. This provided heavier screening on some of the windows, covers for playgrounds, additional fencing and installation of a special inter-communication sound system. Some of the work has been done and the benefits are already evident.

We recommend that attention be given to the following:

### STAFF ADDITIONS REQUIRED:

1. Additional Probation Officers are needed. There has been no increase in help for several years, yet the case load has increased each year. To handle 85 cases and prepare new cases for court is an impossible situation.

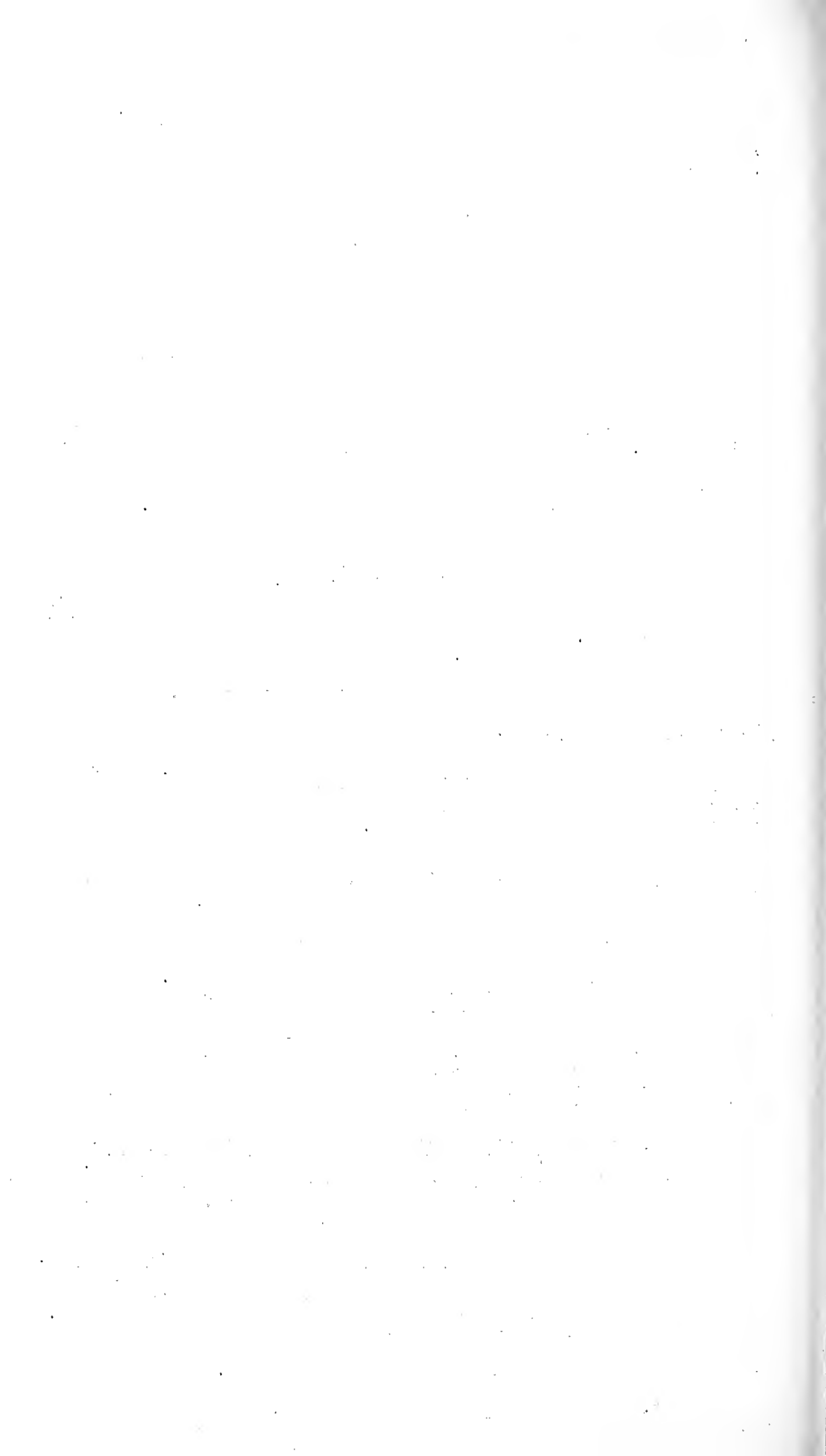
2. One more Probation Officer for Neglect Intake Department. At present only three people handle family neglect cases. This causes delay and increases the problem.

3. Employ an Intake Probation Officer for Saturdays, Sundays and 3 nights a week when the administrative office is closed. This employment would save money for the city. Children are sometimes brought in large numbers for minor incidents, and many could be left to the custody of their parents and cited to appear. This man could prevent a great deal of unnecessary overnight and week-end detention. Large numbers of children on Saturdays and Sundays are a very difficult problem because the public school teachers are not there to help with the school, craft and gymnasium activities.

4. One Operating Engineer and two Junior Engineers in order that the Center may have 24 hour coverage 7 days a week. The California Boiler Safety Code requires that at all times an engineer be in attendance of high pressure boilers. This regulation has never been met at the Center.

5. One Janitress for the Dependent Children's Cottages. The children are too small in the nursery to do any cleaning or housework, and it is impossible for the Group Supervisors who are employed to supervise the children to do the Janitorial work. Attention to this need would assure a proper standard of cleanliness which is particularly important in view of the medical problems they have had in the children's cottages.

6. One Gardener for Juvenile Hall. At the present they have only one gardener who has attempted to maintain the extensive planting on this twelve acre site and around some fourteen





separate buildings. Obviously, he has only been able to keep up with the landscaping which appears at the front of the building on Woodside Avenue. The Department of Public Works is painting the outside and inside of the Children's Cottages this year, and is requesting money for the outside of the Administration Building and the other cottages next year. With another gardener the outside area can be cleaned up and maintained. The building is in a nice residential district and a large amount of traffic passes daily.

We speak of the cooperation of San Francisco Health Department whereby children with communicable diseases are transferred to the County Hospital. The resultant care and protection against the spreading is a sound practice.

We have observed and express appreciation to the Volunteer Auxiliary of the Youth Guidance Center and other workers who give time and money to the Center, assisting in the arts, crafts programs and library. This is a much needed aid to the children.

We believe that the operations of Juvenile Hall under Philip Green and staff have reached the point of efficiency intended when the large capital outlay was made for the building.

#### LOG CABIN RANCH SCHOOL:

Log Cabin Ranch School was established in 1941. The Resolution clearly established the purpose of the Log Cabin Ranch School as a "Juvenile forestry camp wherein wards of the Juvenile Court who are amenable to discipline other than close confinement may be detained, housed and cared for, and to which boys who would otherwise be committed to the Preston School of Industry or to the Whittier State School may be committed by the Court in lieu of commitment to state institutions."

Grand Jury reports for several years have told the same story of needed planning and new buildings for this project.

1949 Grand Jury report "Log Cabin Ranch School is in dire need of physical improvements, the present facilities were in the beginning, and still are, of a temporary nature."

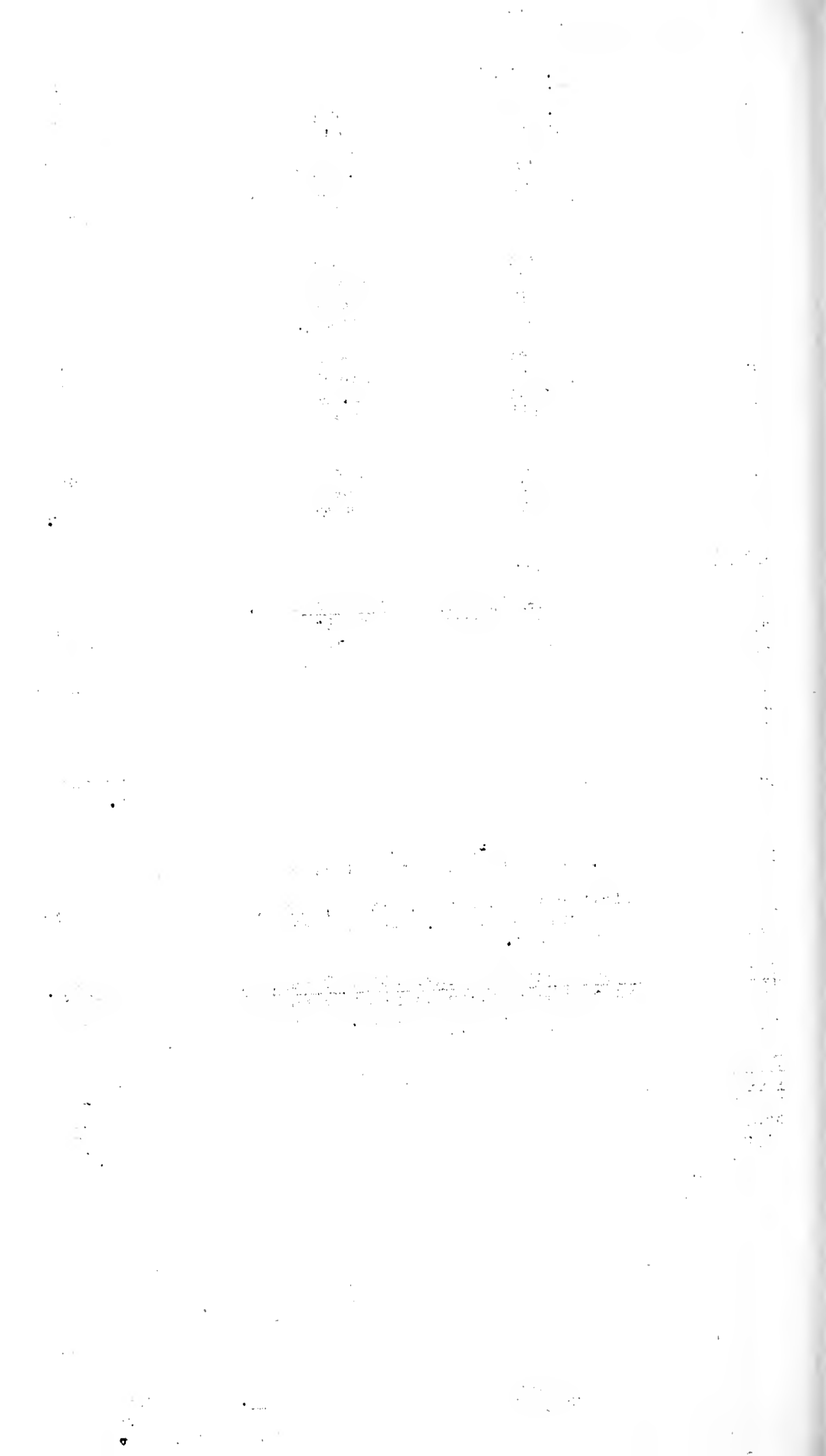
We visited the Ranch on May 24, 1954, the annual inspection of the interested agencies. We file their reports and extract a few statements.

County of San Mateo Building Inspection Department, June 29, 1954. "The usefulness of the structures has now reached a peak, and the structures are on a downward grade. This past year the buildings have depreciated enormously and need replacement."

Department of Public Health and Welfare of San Mateo County, June 5, 1954. "Consideration should be given to completely rebuilding the majority of the structures." The structures at the school have deteriorated to such an extent that it is physically impossible to continue to maintain them in adequate condition." In our opinion this installation is serving an excellent purpose in the control of juvenile delinquency, and those officials who have worked so hard to keep the school operating efficiently are to be commended."

The California Youth Authority, June 5, 1954. "It is recommended that the Department of the Youth Authority inspect the Log Cabin Ranch School after an additional six months period. Unless specific planning is under way at that time giving evidence of intent to remedy the deplorable condition of the buildings, it will be recommended that the subsidy be discontinued."

San Francisco Fire Department, September 15, 1954. "The fire record of the Log Cabin Ranch indicates that three fires have occurred within the last ten years involving considerable property loss."



## 12. JUVENILE COURT (Cont'd)

"It is the opinion of this Division that fire prevention, as relating to fire-resistant construction, should be given serious consideration in this matter."

We concur on all of the reports.

The fire in August, 1954, imperiled the lives of 51 boys who were sleeping in the nearby dormitory when the recreation hall burned down. It is evident that immediate attention be given to this deplorable situation. The Department of Public works has submitted a supplemental budget request to the Mayor and the Board of Supervisors asking for \$3,000 for the purpose of developing a master plan. This would enable costs to be known. We hope that prompt attention will be given.

The first step is to evaluate the Ranch program. We are of the opinion that it serves an excellent purpose. The trend throughout the State is the establishment of more ranch and camp programs.

We strongly urge these officials to determine at the earliest date possible the future of Log Cabin Ranch.

Mr. Edward J. Chay, director of the Log Cabin Ranch School and staff have maintained a fine spirit despite the many handicaps.

### SPECIAL REPORT ON JUVENILE DELINQUENCY:

In late September, at a time when public attention was directed toward an apparent rise in juvenile delinquency, the Foreman directed the Grand Jury's Education Committee to inform itself on the problem. Accordingly the committee consulted with the Chief Probation Officer, the Captain in charge of the Police Juvenile Bureau and members of his staff, the Director of the State Bureau of Narcotics and members of his staff, the California Deputy Attorney General in charge of the Criminal Division, the Superintendent of Schools and members of his staff, and directors of several private youth agencies. In addition, staff members of the U. S. Senate Sub-Committee on Juvenile Delinquency were interviewed and the public hearings of that committee were attended.

In general it can be stated that whereas the year 1953 showed a sharp increase in the number of juvenile offenders in San Francisco there was a levelling off during the first six months of 1954. Since the period under consideration is too short for any final estimate of trends, this report will confine itself to an enumeration of certain problems and suggested solutions. It has been pointed out that, in any event, it is difficult to talk about trends with any degree of certainty. Statistical evidence of increasing juvenile delinquency may in part be a reflection of more rigorous enforcement of law, and needs to be professionally interpreted.

A great variety of causes of delinquency are cited: broken homes, parental neglect or over-indulgence, community indifference, inability to conform to school requirements, etc. Many of these are beyond the accepted area of government responsibility and cannot be considered in this report.

### Dependency and Neglect:

The number of children being housed temporarily at the Juvenile Home for reasons of dependency or neglect is steadily increasing, showing a 15% rise for the first six months of this year. The potential for future delinquency among this group is regarded as high owing to the unstable conditions of life to which these children are subjected. Difficulty in finding an adequate supply of foster homes means that the average length of stay in the Home is 39 days, while many children must remain as long as three and four months.

1. The first part of the report deals with the general situation of the country and the progress of the war.

2. The second part of the report deals with the military situation and the progress of the war.

3. The third part of the report deals with the political situation and the progress of the war.

4. The fourth part of the report deals with the economic situation and the progress of the war.

5. The fifth part of the report deals with the social situation and the progress of the war.

6. The sixth part of the report deals with the cultural situation and the progress of the war.

7. The seventh part of the report deals with the international situation and the progress of the war.

8. The eighth part of the report deals with the future of the country and the progress of the war.

Intoxication:

There seems to be general agreement that juvenile violation of the liquor laws is prevalent, and one social worker remarked upon the increasing youthfulness of the offenders. Alcohol, chiefly in the form of beer, is acquired mainly through either purchase or theft. The unwillingness of young people to reveal their sources of supply makes it difficult for the authorities to apprehend those who are selling to minors, especially since in many instances the latter do not make their purchases directly, but are able to induce adults to buy liquor for them. It would appear that the behavior of the young reflects the attitudes of the adult population of the city toward consumption of alcohol and no solution, other than rigorous law enforcement, has been offered.

Narcotics:

Official records indicate that juvenile addiction to narcotics is not widespread. In 1953 eight petitions were filed in Juvenile Court on narcotics charges and to date this year there have been 4. These figures are not, of course, definitive and it may be assumed that some violators exist who have not been apprehended. Children brought to the Youth Guidance Center for no matter what offense are routinely questioned about narcotics and a relatively insignificant number admits to having used them or seen others do so.

Figures for the entire State reveal that the average age of adult addicts has gone down from 35 to about 24, indicating the probability that the habit is acquired at an earlier age. For this reason both the State Bureau of Narcotics and local agencies are intensifying their preventive programs. (See Grand Jury Education Report).

Weapons:

There appears to be an increasing use of dangerous weapons with the consequence that the crimes committed by juveniles show greater violence. It has been reported that the illegal carrying of switch-blade knives is common practice among certain groups of youths. Consideration should be given to legislation prohibiting the sale of such knives.

It is not the purpose of this report to enumerate the entire list of offenses committed by juveniles. The figures are available in the records of the Youth Guidance Center and the Juvenile Bureau. It should be mentioned, however, that heading the list are automobile theft and stripping.

The Committee has been struck by the youthfulness of many of the adults brought before the Grand Jury for indictment, many of whom have had records as juvenile offenders. It is true that a great number of them have come from other communities and states, but this fact serves to emphasize that delinquency is not alone a local problem. In this connection authorities have pointed to the need for an Inter-State Compact to govern the return of runaway youths to their home states, and it is hoped that California's legislators will support such a proposal when it is made.

Among the needs mentioned and suggestions made for improving the extent and quality of preventive and remedial services in San Francisco are the following:

1. A vigorous campaign for more good foster homes should be carried on.
2. More probation officers should be assigned in order that case loads may be reduced and greater individual attention be given. It is argued that in many instances rehabilitation and prevention can be carried out more successfully and economically in this manner than by detention of youths in institutions.



12. JUVENILE COURT (Cont'd)

3. A program of "aggressive casework" should be instituted, for it is recognized that social work services must be brought to the clients.
4. More jobs for young people are needed. The enlargement of work opportunities would make possible an expansion of the "4-4" program wherein juveniles attend school four hours and work four hours. The cooperation of labor and management should be sought in this direction.
5. Studies should be made of the feasibility of a ranch school for those non-delinquent boys whose failure to adapt to the academic program of the public schools might result in delinquency.
6. More wholesome social activities should be publicly sponsored. Owing to the prevalence of party-crashing, private agencies can no longer hold open dances, and suggest that publicly sponsored and supervised dances would provide the means of bringing together young people from different schools on a non-competitive basis.

A major step can be taken with little effort if thought is given immediately to techniques of closer inter-agency cooperation, both in the use of existing facilities and in the planning of added services.

Respectfully submitted,

RAYMOND H. PREBLE, Chairman,

HERMAN J. KLEIST,

MRS. CLAIRE MATZGER.





### 13. PUBLIC UTILITIES COMMITTEE

Following is the final report of the Public Utilities Committee of the 1954 Grand Jury:

Numerous meetings have been held during the year between the Public Utilities Committee and the representatives of the San Francisco International Airport, Hetch Hetchy, Water Department, and Municipal Railway. The Committee has spent considerable time during the year in inspections and visits to the various utilities. The results of these visits and studies are outlined as follows:

#### AIRPORT

Previous to the opening of the new San Francisco International Airport, your Committee was taken on a thorough tour of inspection of the facilities, accompanied by Mr. James Turner, Manager of Utilities, and General Frederic B. Butler, Manager of the Airport. Just prior to the formal opening, fourteen members of the Grand Jury made a complete survey of the newly completed buildings and grounds.

#### Dedication of New Terminal

To attempt to describe the three-day Terminal Dedication and Flight Festival in the limited space of this report would be virtually impossible. This tremendous event, the largest and most successful in the history of California aviation, was held during the three days of August 27, 28 and 29, allowing just enough time to remove the special displays and exhibits and prepare for the start of the new terminal's operations on September 1, 1954.

Before this magnificent event started, the Flight Festival Committee had estimated a total attendance of approximately a half million; however, at the end of the second day that mark had been passed, and by 8:00 p.m. of the final day of the dedication, over five hundred and fifty-eight thousand persons had visited the new facilities. The resulting publicity from this mammoth show has brought a flood of mail which is still being received from all parts of the globe.

Full credit must be given to the committee members responsible for this truly great event. The committee consisted of members of the San Francisco Chamber of Commerce, the Junior Chamber of Commerce, and the Public Utilities Commission.

#### The Terminal Building

Following are the statistics on the new terminal: The main building is 486 x 304 feet, and counting the vehicle ramps, 727 x 303 feet. There are seven stories, in addition to a mezzanine floor and a control tower. Its overall height is 123 feet 4½ inches; floor area is 317,097 square feet. The ticket lobby is 380 feet wide, 125 feet long and 34 feet high, and is constructed in such a manner that expansion to almost double its present size is possible by making use of outdoor court areas located at both the north and south ends of the building. The present concourse and apron area is capable of handling five million passengers per year, and can be further developed to adequately cope with twice that number.

#### Passengers

For the four-month period ending October 31st, a total of 1,019,792 passengers passed through the airport, an increase of 13.21% over the same period a year ago.

#### Concessions

As of this writing, all of the concession space expected to be used during the first two years of operation of the new terminal is leased. Revenue from these concessions has exceeded all expectations, being



\$32,969.70 in excess of the estimate for the four-month period ending October 31, 1954. However, there is still space available for concessions within the new terminal facilities, and it is expected that this space will be leased in the near future.

#### Income

A total of \$704,325.86 in revenue and accruals from concessions was received during the period ending October 31st. This is an increase of \$103,629.54 over this same period last year.

#### Maintenance Chief

The problem of filling the position of Maintenance Chief at the new terminal is currently in the hands of the Civil Service Commission, and in all probability will be solved before the publication of this report by the Grand Jury.

#### Scope of Operation

It is quite safe to say that the San Francisco International Airport is the Bay Area's second largest industry in the aviation field, the largest being the Navy's operation at Hunter's Point. There are over nine thousand persons presently employed at the Airport on a yearly basis, with a payroll totaling over fifty million dollars.

#### Airlines Using the Airport

At the time of this writing there are twelve scheduled air carriers operating from the Airport:

American Airlines, Inc.	Qantas Empire Airways, Ltd.
California Central Airlines	Slick Airways (cargo only)
Flying Tiger Line (cargo only)	Southwest Airways
Japan Air Lines, Inc.	TransWorld Airlines, Inc.
Pacific Southwest Airlines	United Air Lines, Inc.
Pan American World Airways	Western Air Lines, Inc.

#### Protection of Property Through Acquisition of Adjoining Land

The City has initiated action to acquire additional property in the areas to the southeast of the airport facilities, with an eye toward future installation of additional runways.

#### Taxes

The following real estate taxes were paid by the airport for the 1954-55 period:

To San Mateo County	\$9,123.74
To the City of South San Francisco	518.82
To the City of Millbrae	342.21
To the City of San Mateo	7.84
Total 1954-55 Taxes . . . . .	\$9,992.61

It is interesting to note that the two largest operators at the Airport, United Air Lines, Inc. and Pan American World Airways, paid a total of \$264,420.05 in 1954-55 taxes to San Mateo County (UAL, \$149,807.66 and PAA \$114,612.39).

#### Public Parking

In order to clear up the thinking regarding the parking situation at the Airport, here is the story as it is at present:

The Public Utilities Commission, by Resolution No. 14389, authorized the issuance of a lease for public automobile parking area at the new terminal building to Barrett Garages, Inc. The awarding of the lease was predicated on the submission, by lessee, of a bid by which Barrett Garages, Inc. agrees to pay to the City a minimum of \$96,000 per annum or 83.25% of gross revenue received per annum, whichever sum is greater. Competitive bids were received, and the award was made on the basis of the highest bid.

The parking lease provides for the use of two paved areas with a capacity of 950 and 1,450 cars, respectively. Additional area sufficient to accommodate 1,450 cars is also included in the lease agreement; however, this area is unpaved. The lessee, under the terms of the contract, is required to make substantial capital improvements in the provision of adequate controls for auditing the number of cars



entering and leaving the premises, and for the installation of other necessary features.

This new parking lot will initially increase the capacity of pay parking from 790 vehicles (at the old terminal building) to 2,400 in the new area. During the first two months of operation of the parking lot under the new lease agreement, Barrett Carages, Inc. paid the City commissions of \$72,527.40. This was \$32,276.40 more than the amount set forth in the 1954-55 budget estimate for this two-month period.

Charges for parking are nominal, being 25¢ for the first ten hours, with a maximum of \$1.00 for the first twenty-four hour period and 50¢ per day or fraction thereof thereafter.

Under the terms of the lease agreement provision was made whereby the lessee may operate a valet service between the terminal building, ground and first floor levels and the vehicular parking areas.

#### Recommendations

It is again recommended in 1954, as in 1953, that the Airport Department be provided in the forthcoming budget with the necessary appropriations and personnel to enable the Public Utilities Commission to administer, maintain, and operate these new facilities in a manner which will continue to reflect credit to the City of San Francisco.

It is further recommended that the Public Utilities Commission continue to support the Federal Airport Aid Program and the development of additional scheduled air carrier operations, by representation before the Civil Aeronautics Board or other appropriate federal agencies. The acquisition of industrial activities related to the establishment of air line maintenance and operation bases on the airport should be continued, as this is of great importance to the economic structure of this area.

The Airport Department should continue its efforts to develop a sufficient revenue to fully perpetuate the facility; thus alleviating the potential burden on the taxpayers by distributing the costs among the users of the Airport in a fair and non-discriminatory manner.

Your Committee was greatly impressed with the manner in which General Butler, Manager of the Airport, administers his department, and the very efficient way in which the operations of this rapidly expanding activity of our modern living are conducted.

-----

#### HETCH HETCHY WATER SUPPLY, POWER AND UTILITIES ENGINEERING BUREAU

Two separate departments are brought together under this imposing title. The one, the "Hetch Hetchy Project", is responsible for the management, operation and maintenance of the Hetch Hetchy Water Supply and Electric Power Systems. It acts as wholesaler of water to the San Francisco Water Department, collecting and delivering the major share of the water distributed by its sister department. The power division sells the power generated to the various other municipal departments and miscellaneous customers. Revenues received from water and power sales make the Hetch Hetchy Project self-supporting.

The other, the "Utilities Engineering Bureau", performs engineering work for the Hetch Hetchy Project, the Airport Department, and the Municipal Railway. It plans and supervises all new construction for these utilities and provides engineering service for the maintenance and construction of existing facilities.

On July 16, 17, 18 and 19, the Grand Jury, including all members of its Public Utilities Committee, made the annual inspection of Hetch Hetchy and Water Department properties. Of special interest was the Cherry Valley Project, an integral part of the Hetch Hetchy Water Supply, which was visited on July 18. This latest construction effort is part of the long-range plans to develop sufficient water storage facilities to provide for a total use of 400 million gallons daily--about four times the amount of water now being distributed by the San Francisco Water Department. When this goal is reached, it will be



sufficient to serve the needs of about four million people.

Work on the dam, which will be 320 feet high and 2,600 feet long, with an impervious core of rolled earth between rock blankets upstream and downstream, is more than 25 per cent. completed. It is scheduled to be finished in December, 1955, at a contract cost of \$7,200,000. When completed, this reservoir will have a capacity of 274,000 acre feet to add to the present capacity of 386,000 acre feet provided by the Hetch Hetchy and Lake Eleanor reservoirs.

The city also safeguards its power revenues by construction of the dam, for full capacity operation of its existing plants is thus assured. This Committee recognizes the need for construction of additional electric power facilities utilizing the water from the Cherry Valley or O'Shaughnessy dams, and urges that all necessary steps be taken towards this end.

Work remaining on the Cherry Valley Project includes installation early next year of control valves to complete the inlet and outlet structures of the diversion tunnel, and concrete work on the spillway section; clearing the entire reservoir area; and driving a 6,300-foot tunnel between Cherry Valley and Lake Eleanor. Clearing of the reservoir will be completed in time to capture the flow of the Cherry River during the winter of 1955-56.

Construction of the Cherry Valley Dam and appurtenances will cost an estimated \$14,400,000, of which the federal government provides \$9,000,000 for flood control service, and the city, which will retain exclusive ownership of the dam, will provide \$5,400,000 by bond issue or otherwise.

Our inspection tour included a stop at Moccasin, which is the operational headquarters for Hetch Hetchy. The residences in this community are owned by the city and are made available to its employees at a nominal rental.

During the year, a new 1500 KVA (approximately 2,000 hp) three-phase transformer was installed at Moccasin because the system had become greatly overloaded. Part of the increased load was due to the installation by the state of a large fish hatchery on Moccasin Creek.

Precipitation in the Tuolumne River watershed area for the 1953-1954 season was nearly normal with the Tuolumne River runoff, as measured in terms of computed natural flow at La Grange, at 1,585,862 acre feet, or 80 per cent. of the normal seasonal natural flow of 1,980,000 acre feet. There were 33,270,400,000 gallons of water diverted by the city from the Tuolumne River watershed during the same period, making a total of 321,787,700,000 gallons diverted since the Hetch Hetchy Aqueduct began operation. Water in storage in the Hetch Hetchy System on July 1, 1954, was 361,104 acre feet. Gross revenue from the sale of electric energy during the 1953-54 fiscal year by the Hetch Hetchy Power Division was \$4,290,000.

This report on Hetch Hetchy operations would be incomplete without reference to the attempt by Representative Engel to invalidate San Francisco's power rights through legislative action. He is the author of a bill that would strip the city of its right for power development between O'Shaughnessy Dam and Early Intake, as granted by the Raker Act, and turn it over to Tuolumne District No. 2. The city, it is good to note, has risen to the challenge. City Attorney Dion Holm and Utilities Manager James H. Turner have started a legislative counter attack that has a good prospect of success. But this committee feels that it must point out the dangers inherent in the Engel move, and strongly recommends that every effort be extended and all forces at the city's command be used, to halt this assault upon our power development rights.

The Utilities Engineering Bureau divided the major portion of its activities this past year between the Municipal Railway and the San Francisco International Airport, which was opened to the world late in August. Work continued during the year on the design and preparation





of plans and specifications for rehabilitation of Municipal Railway properties. Contract plans and specifications also were prepared for changes to the facilities made necessary by the city's one-way street plan and the state's freeway construction program. Other work for the Municipal Railway included overhead trolley wire installations, rehabilitation of the Twenty-fourth Street garage, severely damaged by fire in 1952, and track removal and reconstruction of tracks on lower Market Street.

Major engineering results at the San Francisco International Airport were the completion of the new terminal building, the service building, which supplies steam and electricity for the terminal, the airmail and cargo building, and the road and apron grading, paving, lighting and other features.

-----

#### WATER DEPARTMENT

En route to the high Sierra where the main source of the city's water supply is found, the Grand Jury visited Water Department properties at Millbrae and Sunol. The water purification laboratory is located at Millbrae. Here all analytical work in the fields of biology, bacteriology and chemistry, except the necessary field tests, is performed.

A total of 976,533 pounds of chlorine was used during the fiscal year 1953-54 to protect the city's water supply against contamination. Chlorine dosages were applied to the water at the Tesla, Calaveras, Sunol, Crystal Springs and San Andreas stations.

Approximately 50 per cent. of the water supplied the city was fluoridated during the last fiscal year. With the Board of Supervisors' approval of the extension of the fluoridation program to include all water served the city, it is anticipated that the goal will have been accomplished within the next few months. Adequate safety features to prevent any possible overdosage of fluoride are in effect, and operations to date have proved the controls to be effective.

Water sales for the 1953-54 fiscal year amounted to \$12,817,945, an increase of \$313,062 or 2.5 per cent. over the previous year. Total net sales with the city was \$9,786,704, an increase of \$83,661 over the previous year. Suburban net sales increased \$229,401 for a total of \$3,031,241.

A review of water consumption in the city and suburban areas for the last five years discloses an increase in the former of 8 per cent. and in the latter of 80 per cent. This increase demonstrates the tremendous growth in population and industrial development in the suburban areas served by the Water Department. Such an increase multiplies the Department's responsibilities, and requires continuous studies of the system to anticipate additional demands and provide the facilities to meet them.

Your Committee feels that Mr. George W. Pracy and his staff should be highly commended for the efficient manner in which the affairs of the Water Department are conducted.

-----

#### BUREAU OF PUBLIC SERVICE

This bureau is charged with bringing to the public all the information pertaining to the city's utilities, as well as serving as the liaison group between the public and the utilities. It is staffed by a director, two assistant directors, and a secretary.

During the year, due to two local elections in which propositions of concern to the Utilities Department were voted upon by the people, and the opening of the new San Francisco International Airport, this bureau was severely handicapped by lack of funds and personnel. The Utilities Department is growing. It already has one of the biggest and most beautiful airports in the world under its jurisdiction. With this new addition, new problems and situations relating to the public have arisen and will continue to arise. Also, in the near future the city will have another magnificent dam when the Cherry Valley Reservoir begins to capture the Cherry River 1955-56 winter flow.



In addition, problems affecting the Municipal Railway are multiplying with the precipitously increasing tendency, observed not only here, but nationally, to desert public transportation for private vehicles.

It is therefore the opinion of this Committee that funds must be made available to this bureau in order that the public may be adequately informed concerning the activities and properties under the jurisdiction of the Public Utilities Department.

-----

#### MUNICIPAL RAILWAY

In the early part of the year, the Public Utilities Committee made a tour of the Municipal Railway under the guidance of Mr. James Turner, Manager of Utilities, and Mr. Charles Miller, Manager of the Municipal Railway. The tour included a complete inspection of the streetcar barn at 2600 Geary Blvd., the trolley coach yard at Presidio Avenue and Post St., and the administrative offices at 949 Presidio Avenue. Located at 2600 Geary Blvd. are the central control room which handles the two-way radio communications for 30 vehicles of the Railway, the information room, which handles inquiries from the general public, and the money room, where daily receipts are prepared for banking. A room for examination of applicants for employment, and the lost and found department are also located here.

The Municipal Railway is the object of much criticism in respect to practically all of its operations, but it is the opinion of this Committee that the management has used its personnel and equipment to the very best possible advantage, considering all factors involved, including the unusual terrain of the city. Unfortunately from an income standpoint, the riding habits of the public have changed, and the greater use of automobiles by the residents of San Francisco for getting to and from places of employment, shopping and recreation is taking its toll of railway revenues.

There has been publicity recently regarding the leasing of new equipment in order to modernize the Municipal Railway and speed up service. It will be interesting to see what improvements can be made even with new equipment, in view of the terrific traffic problems being encountered.

Statistics have purposely been omitted from this report, because everyone is fully aware of the fact that the reason for the Railway's financial difficulties is the diminishing use of public transportation.

Your Committee wishes to extend its thanks to Utilities Manager James Turner and his able staff for the many courtesies shown us.

Respectfully submitted,

ROBERT W. ARMSTRONG, CHAIRMAN

JAMES W. GRIFFITH

GERALD B. FERRARI



## 14. PUBLIC WORKS

### FINAL REPORT

The Department of Public Works has responsibilities which cover a wide range of efforts affecting the functions of other City Departments as well as the health, safety and well-being of the citizens of the City and County of San Francisco. Among its functions are the construction and maintenance of the streets, bridges, tunnels, sewage treatment plants, sewers and public buildings.

The Department is divided into nine separate Bureaus operating under the supervision of Mr. Sherman P. Luckel, Director, and his two Assistant Directors: Mr. R. Brooks Larter, Administrative, and Mr. Lawrence J. Archer, Maintenance and Operation.

The nine Bureaus and their functions are: Accounts - controls budgeting and fiscal activities; Architecture - responsible for design and construction of new and the modernization and alteration of old City-owned buildings; Building Inspection - reviews plans and inspects construction of private buildings in City; Central Permit - receives and issues permits for various work in the City; Engineering - plans, designs and inspects construction of public improvements such as streets, tunnels, sewers, etc. and operates three sewage treatment plants; Building Repair - furnishes labor and material for maintenance and repair of 302 City-owned buildings and public school buildings; Sewer Repair - maintains and repairs City's sewerage system; Street Cleaning - services all streets, underpasses, stairways, dumps and City-owned lots; and Street Repair - maintains and repairs City streets.

During the fiscal year 1953-1954, from which full reports are available, the value of contracts let for construction work under the Bureau of Engineering amounted to \$3,883,000. The 114 contracts let involved projects such as street car track removal, sewers, street improvement, traffic signals and channelization, and miscellaneous jobs.

Work under the Bureau of Architecture during the same period of time amounted to \$12,989,000 worth of projects such as schools, firehouses, libraries and other public building improvements.

The Bureau of Building Inspection processed 8,600 permits for construction work valued at \$62,470,000 during the past fiscal year. Considerable progress was made in the examination of buildings in the City-wide rehabilitation program, resulting in the repair or demolition of many buildings.

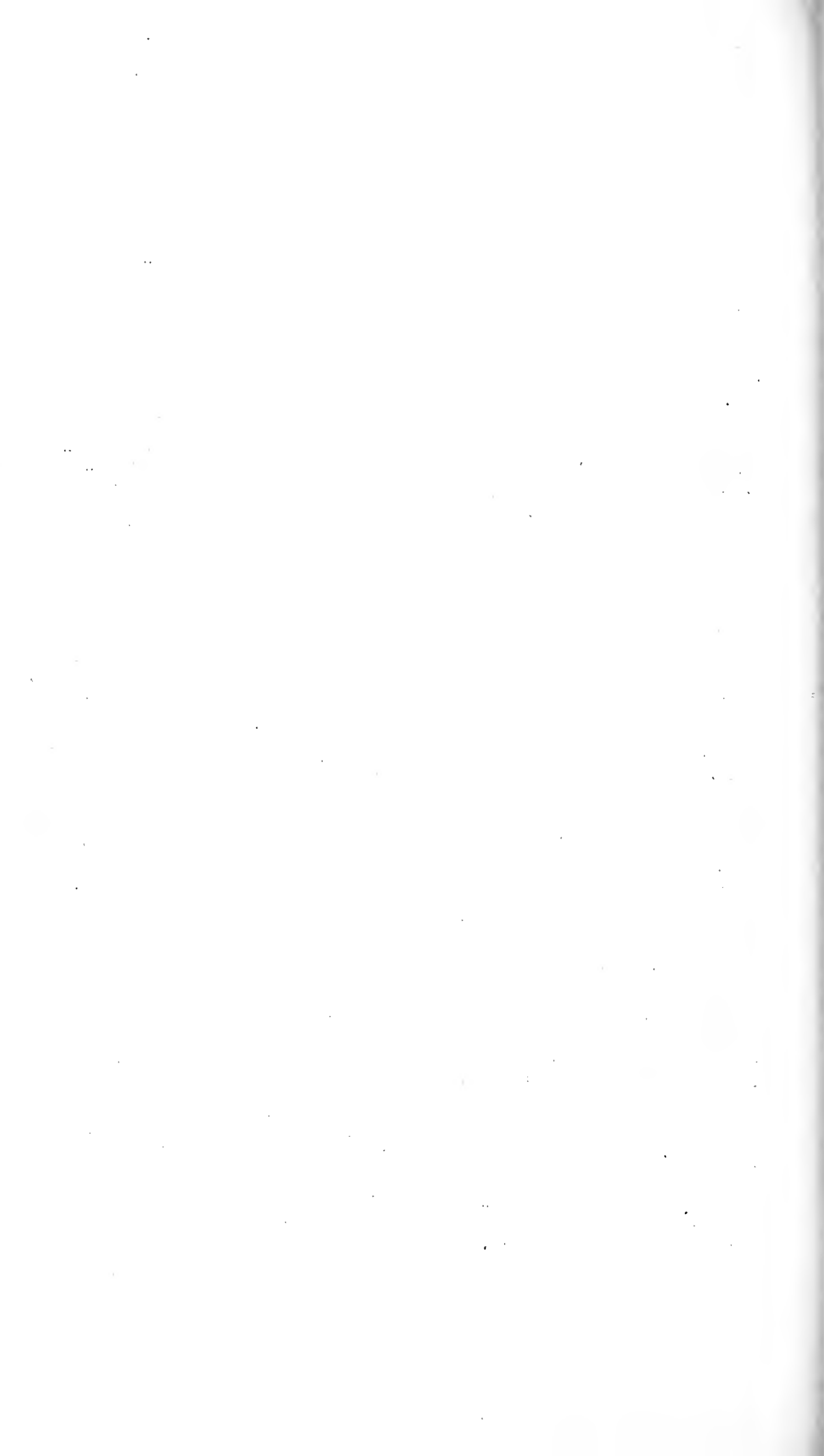
Activities of the Bureau of Building Repair were greatly increased by the addition of 233 public buildings to the Department's direct responsibility for maintenance and repair.

The Bureau of Street Repair maintains the 804 miles of streets, of which it is estimated 200 miles are in need of resurfacing. Construction of the new asphalt plant was started during the early part of the year after considerable help from this Grand Jury and the recommendation of the previous one. The new plant will enable the Bureau to resurface more streets for the same dollar expenditure which is of importance since the Charter requirements will only allow an expenditure of \$2,000 per year on any one street.

The constant increase in the number and use of motor vehicles in this area poses one of the Department's most acute problems. Projects which will alleviate this situation are a "must" in future plans. These include:

1. Strong support of the State Highway Department in the urgency of speed in the completion of the contemplated freeway systems in San Francisco.

2. The widening and improving of Upper Market Street-Portola Drive arterial.



14. PUBLIC WORKS - (Cont'd)

FINAL REPORT (Cont'd)

3. The initial stages of the Southern Freeway from Skyline Boulevard to the proposed Southern Crossing of San Francisco Bay - a multi-million dollar project.

4. Miscellaneous channelization, traffic signal and street improvement projects.

In order to expedite the Freeway work which will be under the jurisdiction of this Department, it has been decided to obtain the assistance of engineering services from private engineering organizations since the design load is greater than the available Department personnel can handle.

The passage of the Sewer Bonds in the June 1954 election has assured the completion of the interceptor sewers along the eastern shore of the Bay, the construction of a sewer tunnel through Candlestick Point and the construction of several sewage pumping stations. These projects will complete the program to free the ocean and bay waters of untreated sewage, thus complying with a mandate of the State of California in this respect. When these projects are completed, all sewage will flow into one of the three sewage treatment plants now in operation - the Richmond-Sunset Plant at the southwest corner of Golden Gate Park; the North Point Plant at Bay and Grant Avenue; and the Southeast Plant at Jerrold Avenue and Phelps Street.

Reconstruction work at the San Francisco Hospital and the Laguna Honda Home will be started soon with the funds provided by the passage of the two bond issues which were voted on at the November 1954 election. Both of these bond issues received the strong support of the Grand Jury of 1954.

At the November 1954 election, the people also passed a bond issue for the construction of an Exhibit Hall under the southerly half of the Civic Center Plaza. The Bureau of Architecture will supervise the design and construction of this structure, which will fill the need for increased space to exhibit heavy equipment by national exhibitors.

It is strongly recommended by this Committee that full support be given to the Department's request for funds in the 1955-1956 budget in the sum of \$150,000 to improve the old incinerator building and site area in order to enlarge and improve the Maintenance Yard facilities. This site is adjacent to the Maintenance Yard at 2323 Army Street and will be used to warehouse materials now stored at the Central Warehouse at 15th and Harrison Streets. Such a new warehouse site will save many miles of daily trips by Department vehicles thus effecting economies in time and fuel estimated at \$25,000 per year.

Respectfully submitted,

BERNARD B. NEIDER, Chairman,

JOSEPH M. TONKIN,

DR. ALBERT DeFERRARI.





## 15. SHERIFF, BOARD OF SUPERVISORS

The Committee met with the Sheriff and his staff and visited the jails in San Bruno and San Francisco on several occasions during the year. Many discussions were held between the Sheriff and the Committee with respect to the management of our penal institutions.

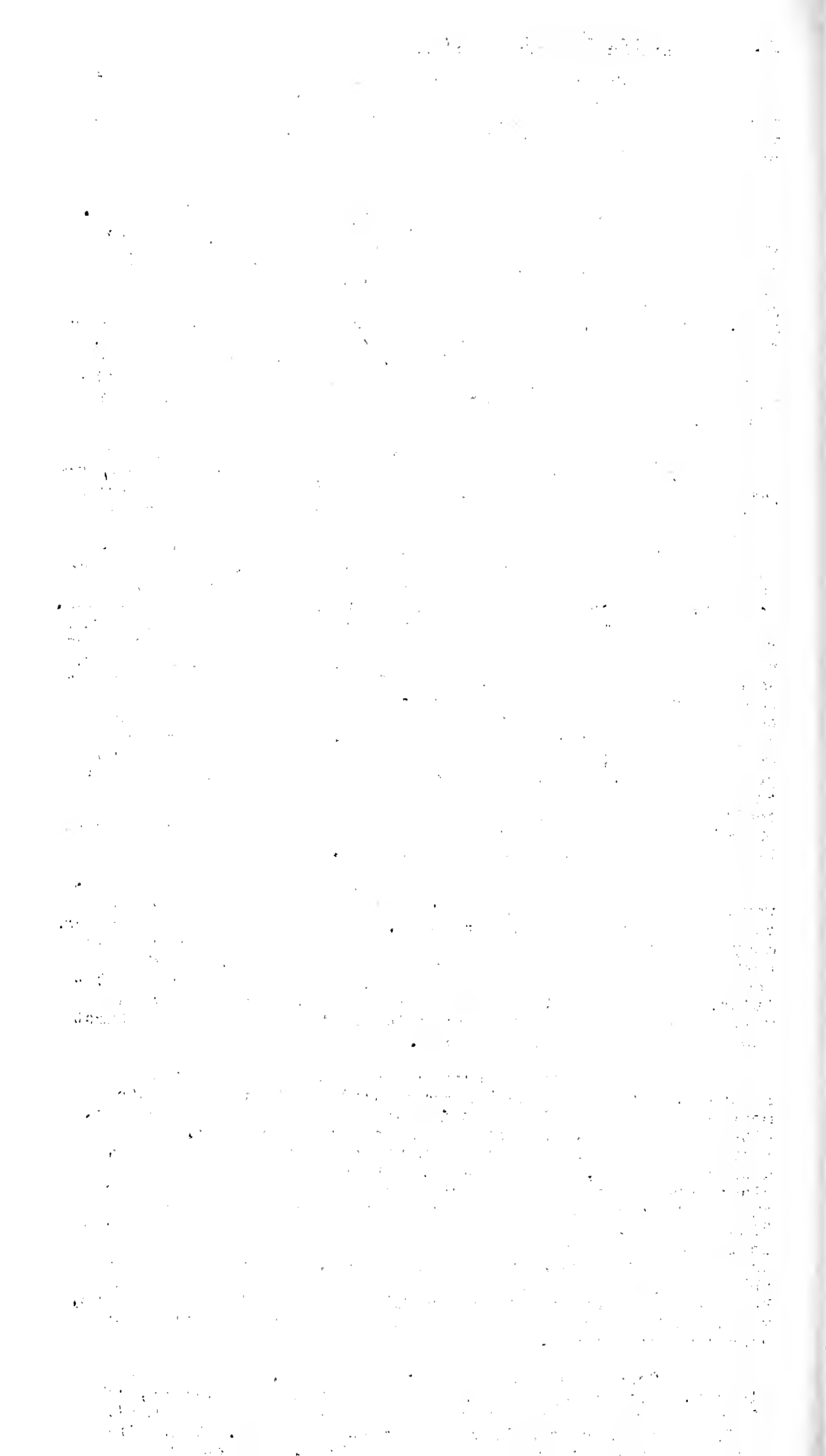
The Committee was more than gratified to witness the many improvements instituted during Sheriff Gallagher's regime. We found both the women's and men's jails to be very orderly, cleanly, and well managed, although there is justification, in the interests of safety, for the addition of several employees. Furthermore, it is our conviction that a reclassification of all jail staff positions by the Civil Service Commission should be made. At present, there are jailers and captains with no intermediary steps and consequently no opportunities for promotion, and we believe that there should be, as in other systems, sergeants and lieutenants, and perhaps others. This has been submitted by the Sheriff but no action has been taken by the Commission.

Sheriff Gallagher has increased the farm acreage at San Bruno, along with the raising of beef, pork and chickens, for jail institution consumption. The labor in connection therewith is volunteered by the inmates, who in payment receive five days a month off their sentences for each month they participate in the work program. At present more than half of the men prisoners, excluding those considered security risks, engage in useful and healthful work on the farm or in maintenance work. However, Superior Court prisoners, serving county jail sentences, as a condition of probation, do not receive this five-day credit for participating in the work program. We believe this could be remedied by agreement with the judges if possible, if not by an amendment to the state law. We also are of the opinion that the work program should be expanded to include the security risk cases. Healthful work is as necessary to their physical and mental rehabilitation as for the others. In respect to the women prisoners, they are now engaged primarily in sewing and craft projects. The sewing projects could be expanded. It is our opinion that there are many other useful activities that could and should be explored to find additional outlets for the energies and capabilities of the incarcerated, aimed toward fitting them for re-entering a normal life.

Some method should be worked out to pay those men and women who participate in the work program small sums for the valuable services rendered by them. At present, these prisoners, many of whom arrive at the jail destitute, have no means of support after their release and until they get a job. To those inmates who cannot engage in the work program, discharge gratuities, or gate money, should be given them, perhaps from the welfare fund, so that they can maintain themselves in the first few days after they are released.

The Committee discovered that when prisoners are released, those from the San Bruno Jail are brought by automobile to no particular spot in San Francisco and are dropped, with no money and, in most instances, no place to go. As a result they gravitate to old haunts to secure companionship, a place to sleep, or a hand-out. It would seem that San Francisco County has an obligation to start these unfortunates on the right road. A discharge gratuity would help. Perhaps an "interim home," that is, a home where they might be taken following their release, have a bed and adequate food until they are able to find work (within, of course, a stipulated reasonable time), might be the solution and result in these people being returned to society as useful citizens. This suggestion, we believe, would be one for the Rehabilitation Committee to consider and promote.

Concerning the educational program, we find that classes, paid for by the San Mateo County Adult Division, of 20 hours a week in the men's jail and 9 hours in the women's jail, are being presently conducted at San Bruno. These include English, Public Speaking, Psychology, Elementary



Mathematics and some crafts. This program should be expanded so that all prisoners in the jail who have a desire to participate can do so. Classes in job opportunities and job training should be installed, which we consider to be of great rehabilitation importance and without doubt would ultimately result in relieving our penal institutions of much expense, in that those who are thus fitted for job placement would never again show cause to be returned to confinement, at least in the majority of cases.

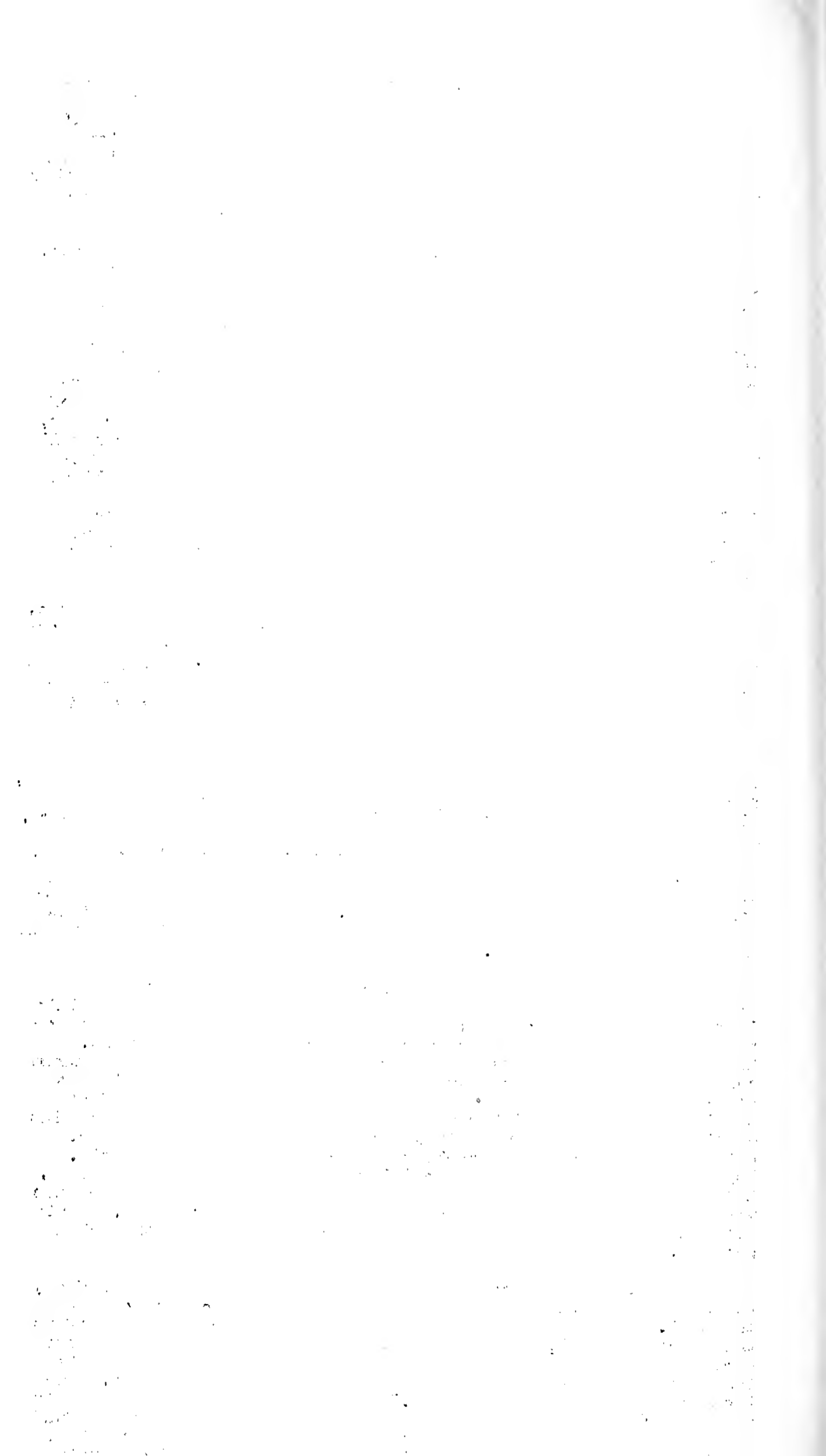
In county jails Nos. 1 and 2, located in San Francisco, there is, at present, no educational program. Because of the shortness of time of the normal stay of the inmates (3 weeks) it is impossible to carry on any lengthy program. But it is obvious that those inmates are going to one of three places; they are either going free upon an acquittal, or to the county jail or state prison upon a conviction. Wherever they go, they should know of the benefits of improving their educational standing from a job opportunity standpoint. The Adult Education Department of San Francisco has agreed to experiment with a series of lectures, totaling 10 hours and to be given in one week. The lectures will be aimed at orienting the inmates, telling them of the benefits of education from a standpoint of securing good jobs and telling them of the facilities available if they go free or at the county jail or state prison. A couple of lectures on civics are contemplated. This program has been approved by the Sheriff, but needs approval of the Board of Education and Superintendent of Schools.

The present Library has a goodly number of varied books, for the most part donated by the San Francisco Library. The books are not adequately indexed. The room should be larger to permit the use of tables. Liaison supervisory service from the San Francisco Library would not only expand the usefulness of the present library but would permit the rotation of the present books and addition of many more.

The medical and dental service has been improved in recent years, but there is a need for an expansion of these staffs, particularly the medical staff, in order that there can be a complete physical examination of all inmates at the time of reception. As a minimum, adequate x-ray equipment is indispensable to give a lung examination of all inmates in order to discover latent tuberculosis. Discovering and treating this ailment at an early stage will save the community the great expense of caring for these unfortunates after they become disabled. Psychiatric examinations at the time of reception will also pay big dividends in discovering those who need such care.

The present alcoholic clinic, operated downtown by the City and County Health Department as an in and out patient clinic is not a successful operation. It has no adequate facilities for patients to remain at the clinic during periods of treatment. Experience has shown that for proper care of most of these patients constant supervision is required during the first critical days of treatment. A branch of the clinic should be established at San Bruno, operated either under the Sheriff's supervision or that of the Health Department. This should be an addiction clinic, with one division for alcoholics and one for narcotic addicts. Psychiatric and medical and social service personnel is required. Means should be provided for voluntary commitments to this clinic without the need and stigma of arrest and court procedure. Santa Rita in Alameda County has had demonstrable success with such a program.

Under the provisions of Section 4025 of the Penal Code, the Sheriff is authorized to operate a store in connection with the jail. At San Bruno, such a store is operated and the profits therefrom total \$7,000 to \$8,000 per year. The penal code section provides that such profits shall be deposited in an inmate welfare fund "to be expended by the Sheriff solely for the benefit, education and welfare of the inmates." In San Francisco, these profits are properly deposited, but Mr. Ross' department charges the fund with rent for the store premises and with supervision costs that are very high indeed. By an opinion reached May 25, 1954, City Attorney Holm has ruled that a deduction of 8% of the gross of all



sales is legal. These charges reduce by several thousand dollars annually the amounts available for rehabilitation. It is recommended that the validity of this opinion be challenged by court action.

Previous Grand Juries have recommended that adequate automotive transportation be provided the Sheriff's Department. Although the department has several station wagons, most of them are in such condition they should be replaced and the remainder are badly in need of repair. We recommend that funds be appropriated to replace and repair the station wagons. Also, the van now in use for transporting inmates from and to San Bruno should be replaced; as developed by previous Grand Juries, also by the present Grand Jury, it is too light to accommodate the load it carries. Equipment transporting inmates and personnel should be in good condition. Accidents and law suits against the City of San Francisco could prove very costly. We, therefore, recommend that this outmoded van, which is in operationally bad condition, be replaced by a new one of sufficient capacity to meet the requirements of the Sheriff's Department.

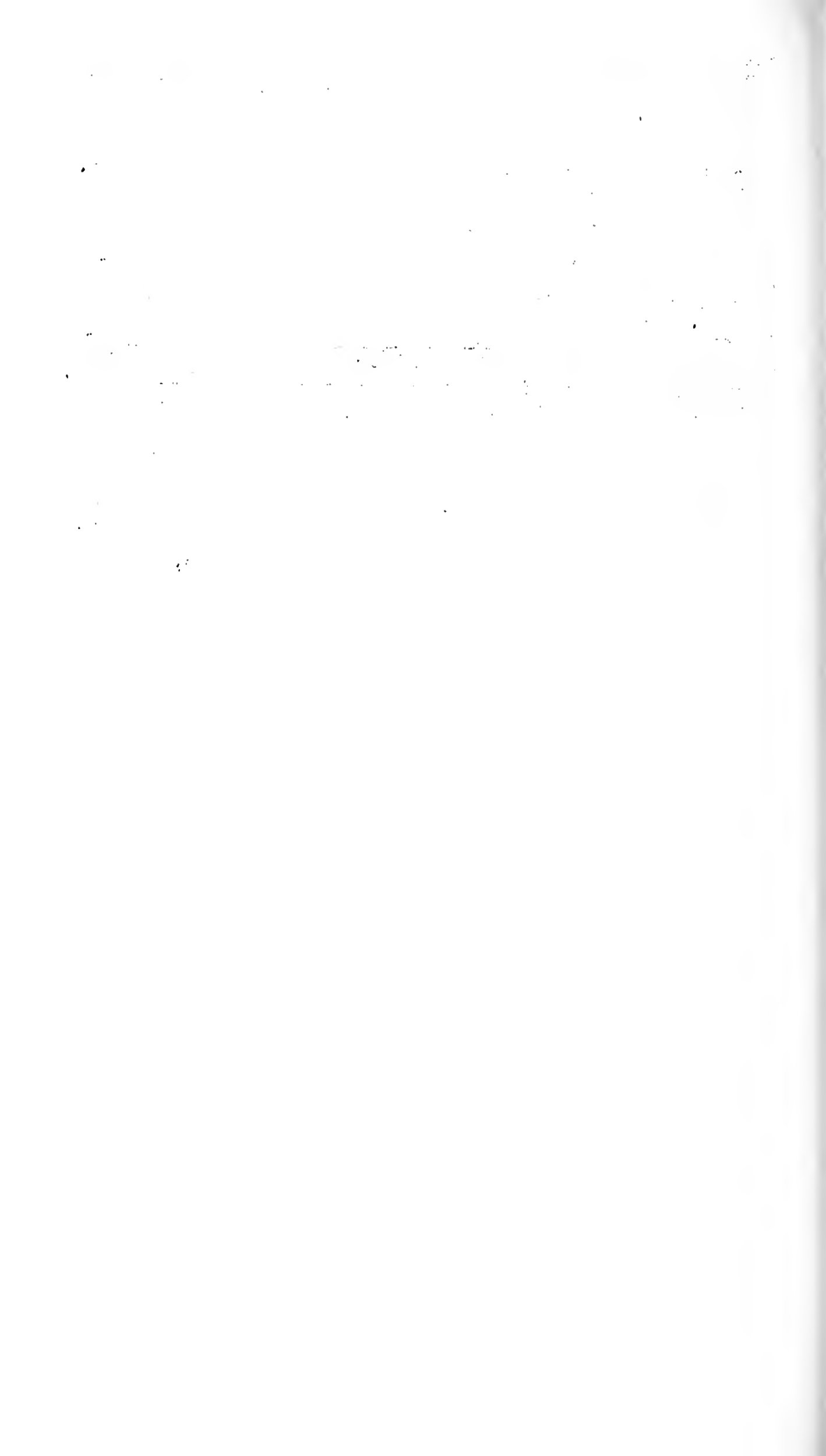
This Committee wishes to go on record as being most favorably impressed with the fine work Sheriff Gallagher has done to date, and we feel confident that with the added facilities mentioned in this report, he could make the San Francisco County penal institutions compare with the best in the Country.

Respectfully submitted,

ERNEST L. SMITH,  
Chairman

BERNARD GOIRICELAYA,  
Member

HARRY M. KELLY,  
Member



BOARD OF SUPERVISORS.

The Committee of the Grand Jury appointed to review the affairs of the Board of Supervisors respectfully presents the following:

We have visited the Board of Supervisors while in board meetings and noted that they conducted the meetings in an efficient and expeditious manner.

The Board of Supervisors, potentially the most compelling force in local government by virtue of the powers vested in it by the Charter, constitutes the municipality's legislative body.

Installation of an improved public speaking system has added immeasurably to the comprehension of legislative discussions by both the Supervisors themselves and visitors with the right to address the Board.

Commendation is due the Board for its conscientious attention to committee work. The members of the Finance Committee in particular have devoted to their duties time and energy far in excess of the requirements of a part-time job.

Your committee observes that the office facilities, both for Board members and for operations within the Clerk's office, are entirely inadequate. No provision is made for the reception of citizens who desire to confer and discuss with the Supervisors matters coming before the Board for action. Additional space is urgently needed as rapidly as possible and should be provided so that the Supervisors can take care of any of their official city and county business in their offices in the City Hall and not in their personal and private offices, which would interfere with personal affairs.

It is remarkable the amount of work that the Supervisors actually perform as a legislative body of our city and county for a salary of \$200. per month.

Their duties do not comprise just the regular Monday afternoon meetings, which we note reported in the press, but every day during the week and at all times they are called upon for various other committee meetings and for many other conferences with the citizens of the community as well as with other officials of the city, discussing various important matters.

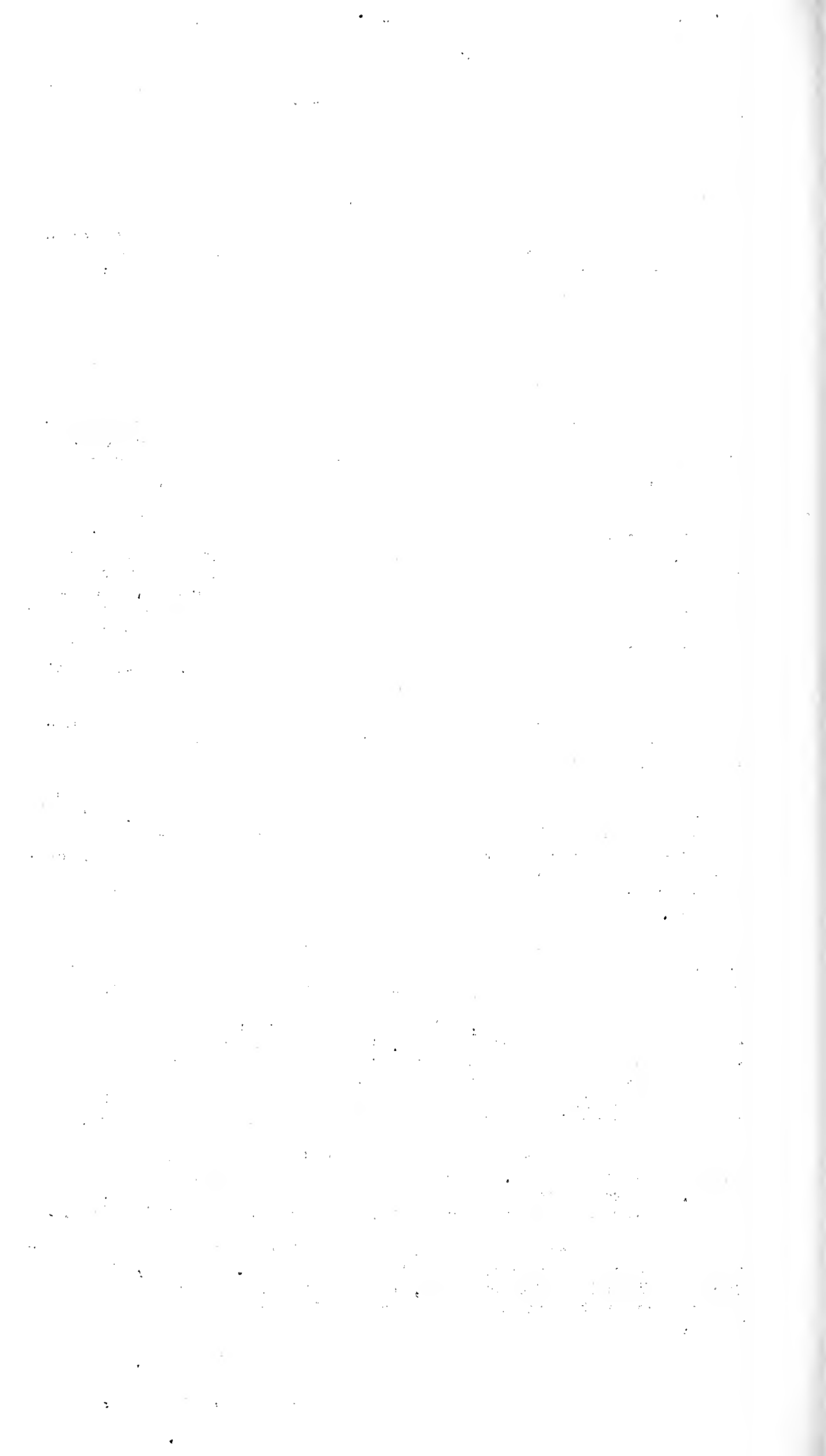
In July the Board of Supervisors sits as a Board of Equalization, during which time the Board receives and passes upon applications for adjustments in property evaluations.

We note that, if there is a vacancy in the higher positions in the Clerk's office, the present staff is denied the chance for advancement owing to Civil Service requirements. We believe a change in the lower classifications is necessary in order that trained personnel may be available to succeed to those higher positions that may become vacant in the future.

The operations of the Clerk's office under the supervision of John R. McGrath have improved over the past years. It would seem that the increase in the business of the Board requires additional clerical employment and is justified.

The committee expresses its thanks to all the members of the Board of Supervisors and to Mr. John R. McGrath, Clerk for the Board of Supervisors, for their very informative assistance in the study of the activities of their honorable Board.

Respectfully submitted,  
ERNEST L. SMITH, Chairman,  
BERNARD GOIRICELAYA,  
HARRY M. KELLY.





16. CIVIL SERVICE, CITY PLANNING, WELFARE BOARD, LEGION OF HONOR, ART, AND OTHER COMMISSIONS

CIVIL SERVICE

Your Committee on Civil Service has found that the work of the Civil Service Commission is being carried out in an efficient, orderly and economical manner, and we wish to commend the members of the Commission, its executive officer and the members of the staff.

Your Committee has certain recommendations to make which if carried out we believe will make for improvement.

1. We recommend that the charter be amended to provide the Civil Service Commission with an attorney to handle all the litigation arising out of its operations. Naturally there is considerable litigation because the work of the Civil Service Commission and its decisions affect the wages and status of some 16,500 employees. There is bound to be disagreement. Controversies arise and frequently litigation follows. Under the charter the city attorney represents the Civil Service Commission in this litigation. One deputy city attorney has been permanently assigned to the Civil Service Commission but he has not been able to devote all his time to these complex civil service matters. Accordingly we recommend that the Civil Service Commission draft and submit to the Board of Supervisors, and the Board of Supervisors submit to the electorate, a charter amendment under which the Commission would be empowered to employ its own attorney to handle all litigation in which it is involved.

2. We recommend that the Civil Service Commission and the Board of Supervisors jointly study the problems created in municipal wage administration because of the fact that eight different methods are prescribed for fixing salaries of different groups of employees. Salaries of some 8,300 employees are fixed under the salary standardization provisions of the charter (Sec. 151), the rates to be in "general accord" with rates paid for similar services in private employment or other governmental organizations in California. Some 2,000 employees who are members of crafts have their wages revised annually at the amount fixed in collective bargaining agreements. Salaries of about 2,000 platform employees of the Municipal Railway will be fixed annually hereafter at an amount not higher than the rate fixed elsewhere for similar services in cities of 100,000 or more population in California and employing not less than 100 operators. Salaries of 3,400 policemen and firemen are fixed annually at an amount not higher than is paid in California cities of 100,000 or more population. Salaries of personnel in the Bureau of Fire Prevention and Investigation in the Fire Department are revised annually in a specified relationship to salaries fixed for other designated ranks in the Fire Department. The Legislature fixes the rates of pay for about 200 attaches of the Municipal Court. The charter specifies the salaries for two employees (attorney for the Public Administrator, and the Superintendent of Schools). The Superintendent of Schools receives an additional compensation determined by the Board of Education as Superintendent of the Unified School District. The salaries of three Law Library employees are fixed by joint action of the trustees and the Board of Supervisors.

It is important that rates of pay in the municipal service shall be in line with rates paid elsewhere. That is not only simple justice but it is also necessary; otherwise the city would not be able to compete for employees to perform the services of government. It is also necessary that salaries of positions within the municipal government shall be properly related as between positions. When eight different methods and formulae are used to fix rates of pay for eight different groups of city employees, serious maladjustments are bound to occur and exist. We believe that the salaries of all municipal employees should be fixed according to one method, one uniform formula and at one time. The problems are serious and pressing and complicated. We believe the Civil Service Commission, as the personnel agency of the government, and the Board of Supervisors as the legislative body, should make a determined effort to correct this situation by proper legislation.



16. CIVIL SERVICE, CITY PLANNING, WELFARE BOARD, LEGION OF HONOR, ART, AND OTHER COMMISSIONS

CITY PLANNING COMMISSION

The committee has studied the planning needs of San Francisco and has noted certain problems requiring early solution. The following actions are therefore recommended:

1. It appears that an ordinance regulating the location of motels would eliminate uncertainty, both for persons desiring to build motels and property owners desiring to protect their homes or industrial property from intrusion by motels.

2. Legislation may also be desirable to regulate apartment buildings of the "Western" or "Rancho" type.

3. The proposed new building ordinance now under study could be modified to regulate adequately both Motels and "Rancho" apartments, but in the interim legislation to regulate these buildings should be given careful consideration.

4. Members of the Inter-Agency Committee on Area Rehabilitation report that the City requires a full time co-ordinator to see that all phases of Urban Renewal activity are carried out in accordance with the provision of the Housing Act.

5. Because the amount of undeveloped land in San Francisco is rapidly decreasing and the City's population is increasing, it is urgent that San Francisco decide upon a plan for adequate Park and Recreation areas, while certain desirable vacant lands can still be acquired.

6. The preparation of a comprehensive plan for the expansion of the Civic Center should be undertaken without delay.

The committee has observed that the Planning Commission and its Director, Mr. Paul Oppermann, are making steady progress with the preparation of plans to guide both private and public development in San Francisco. All public improvement projects of the various City departments are coordinated with the Master Plan. Cooperation between the Department and other City departments in the preparation of general city-wide plans, upon which construction plans are based, is excellent.

PUBLIC WELFARE DEPARTMENT

The affairs of the Public Welfare Department are conducted under the leadership of the Public Welfare Commission and the Director of Public Welfare, Mr. Ronald H. Born. The department consists of approximately 325 employees working in six major divisions.

The programs administered by the department consist of (1) the public assistance program of Old Age Security, Aid to Needy Blind, Aid to Partially Self-Supporting Blind Residents, Aid to Needy Children, and Indigent Aid, (2) the Child Welfare program of Adoptions and Foster Home Placement and Supervision of Children, (3) the Licensing of Boarding Homes for Children and the Aged, and (4) a broad program of non-financial child welfare services including counseling and guidance of parents and children and working with parents and children on a preventive basis where there appears to be a possibility of delinquency or neglect.

The Public Welfare Department stresses rehabilitation and return to self-support for public assistance recipients, both through its own activities and through coordinated efforts with the Bureau of Vocational Rehabilitation of the State Department of Education, the California Department of Employment; with regard to obtaining support from deserting or absent parents, with the District Attorney's Office. The department operates an Employment Division which works with the California Department of Employment in endeavoring to find employment for those public assistance recipients who are able to work. It is efforts such as these which



through the encouragement of self-help on the part of persons temporarily in need, result in the public assistance programs representing a constructive force in the community rather than merely a provision of continuing financial maintenance.

Floor space available in the building at 585 Bush Street has become inadequate to meet the increased responsibilities assigned to the Department. Additional quarters will become available at 150 Otis Street in July, 1955, thus permitting more efficient operations.

Added functions and operations have also necessitated a larger staff, which has been assigned; however fifteen of the new positions continue as temporary employments, and these should be made permanent in the interests of effective departmental operation.

The administration of the public welfare program is subject to numerous controls by state law and state rule and regulation. Within this framework of law and rule and regulation, the Public Welfare Department is performing a job which compares most favorably with that of other counties in California. Both total expenditures of the department and the cost of operations as a percentage of total expenditures are low in San Francisco as compared with those of the other large counties. The percent. of administrative expense of the public assistance programs in San Francisco is only slightly over 5% as compared with the average of nearly 8% in the other five largest counties.

The Public Welfare Commission is a conscientious and hard-working group of citizens of San Francisco, and it is important to note that these five persons serve completely without compensation of any kind and that their generous contribution of time and effort is based solely upon their interest in good and efficient government and in helping those San Franciscans who are in need.

Respectfully submitted,

CHARLES F. MEYERS, Chairman

JOHN A. KELLY

GERALD B. FERRARI



## 17. TRAFFIC

After many interviews and meetings with the San Francisco Traffic Department, headed by its very efficient and able Director, Captain Otto Meyer, we find that conditions confronting the Traffic Department in San Francisco are handled in such a way that the movement of traffic in this city compares most favorably with other cities in the United States, particularly in consideration of the money problems that arise each day owing to the peculiar layout of the city and to the many outsiders who travel to and from San Francisco every day.

The Traffic Department is one of the most important functions of city government today and will continue to grow in importance as the years go by. Owing to the increase of population in San Francisco and its surrounding areas, a larger traffic department will be eventually needed. The traffic committee is submitting the following recommendations for improving efficiency and for better safeguarding the people of San Francisco.

1. It is of the utmost importance that the Traffic Bureau, in order to perform its duties more efficiently, be placed under one roof in the same building with the traffic force, Fines Bureau, Traffic Records, etc. Adequate parking facilities should be provided for police vehicles as well as for people transacting business with the courts and traffic bureau. Even if all related facilities cannot be housed in one building in the near future at least a building should be provided for the entire traffic bureau. It is unfortunate that a city this size with its reputation for having one of the most efficient traffic departments in the country should house its department in so inadequate and antiquated quarters.

2. Means should be provided for making chemical tests of persons suspected of driving vehicles while under the influence of intoxicants. A request for Intoximeters has been deleted from the budget in the past. This committee requests that it be placed in the next budget.

3. Facilities and equipment should be provided for conducting traffic schools on a large scale for traffic violators, and for non-violators who wish to be instructed in becoming better and safer drivers.

It is to be noted that the Traffic Department has again received a citation by the National Safety Council in 1953 and it is hoped it will be awarded one in 1954.

To Captain Otto Meyer and to all with whom we conferred, we express our appreciation for the courtesies extended during our term as Grand Jurors.

Respectfully submitted,

HARRY M. KELLY, Chairman

NORMAN ALTFIELD

BERNARD B. NEIDER





## 18. RECREATION-PARK DEPARTMENT, REAL ESTATE, WEIGHTS AND MEASURES

### RECREATION AND PARK DEPARTMENT

This committee, after observing the Recreation and Park Department during the year 1954, has come to the following conclusion:

First, we wish to extend our thanks to all its members for their fine cooperation. It was with deep regret that Mr. Lewis, the former general manager, was retired due to illness. He was replaced by Mr. Max Funke, the new general manager, who has given us his full cooperation.

Within this year of study, investigation, and close scrutiny of the Recreation and Park Department by this Committee, it has become apparent that San Francisco has a much higher percentage of attractive, well-cared for public parks and playgrounds than most citizens realize.

The city's hilly topography naturally divides it into many neighborhood sections and each one is served in some measure by a park, playground, recreation center or a combination of all three. This divided neighborhood pattern leaves many people unaware of the recreation services provided in other parts of the city and creates another difficult administrative factor in that the operation and supervision of these units are more costly than in any other communities.

The committee finds that in some of the older sections of San Francisco, no land was set aside for park or playground use or future development, and, the present department is undertaking to correct this situation by acquiring entire city blocks presently occupied with old dwellings and other structures, and converting the land into sorely needed recreation units for these districts. This is an ambitious program and one that will require additional funds before it can be completed.

### PLANS FOR EXPANSION

1. The City Planning Commission's Report of April, 1954 advocates the extension of Recreation and Park services and proposes the financing of these new improvements by means of a Bond Issue. The department is presently engaged in a study of the city's recreation needs and plans the submission of a Bond Issue to the voters in the fall of 1955.

### NEW CONSTRUCTION

2. During the past five years the department has completed some thirty-one construction projects with funds obtained through the Bond Issue of 1947. Five other projects are presently under construction and eight others are in the planning stages and more than two-thirds of the \$12,000,000, originally appropriated have been expended or encumbered.

### SMALL BOAT HARBOR

3. One development of major importance and requiring immediate attention is the development and expansion of a small boat harbor for this city. The present accommodations at St. Francis Yacht Harbor on the Marina is inadequate and boat owners are forced to berth their boats in Marin County or the East Bay harbors. The Recreation and Park Commission is fully aware of this need and is engaged in a cooperative program with its elected representatives and the State Park Commission, seeking to obtain financial support from the State Legislature through the appropriation of tideland royalty funds. Funds which the State would make available would probably require matching by the city but the benefits and advantages accruing to San Francisco would make this a worthwhile investment.



18. RECREATION-PARK DEPARTMENT, REAL ESTATE, WEIGHTS AND MEASURES - (Cont'd)

RECREATION AND PARK DEPARTMENT (Cont'd)

TRAFFIC CONTROL - GOLDEN GATE PARK

4. An examination of the previous Grand Jury Report indicates that there is still need for improvement in the control of automobile traffic in Golden Gate Park. While the Police Department has cooperated with the Recreation and Park Commission's request for additional motorcycle police to enforce speed limits, investigation shows that frequent traffic violations continue throughout the main drives and side roads of Golden Gate Park.

REDUCTION OF VANDALISM

5. Vandalism of park and playground properties has been reduced during the past year through the cooperation of the Police Department and the extensive campaigns which the newspapers have conducted in publicizing incidents of wanton destruction or damage and advocating severe punishment for offenders. While the situation has improved it is one which requires continued vigilance, costly supervision and further public education.

PARK FREEWAY OPPOSED

6. This Committee concurs with last year's Grand Jury Report that any planned encroachment of Golden Gate Park by the construction of freeways or State Highways within or bordering the park must be strongly opposed. In the past year there has been no indication or assurance that State Highway Engineers have altered their planning to avoid constructing freeways that would have harmful effects on Golden Gate Park and the people of San Francisco must be alerted and ready to protect this world-famous beloved park for future generations.

DEFERRED MAINTENANCE

7. While the general appearance of parks and playgrounds is of a high quality, close inspection shows new centers which have been opened have placed a burden on department personnel and increased maintenance and repair problems throughout the system. Unless there are funds to provide personnel and proper maintenance of the newly opened parks, in a matter of time deterioration and lack of necessary care will spoil the purpose and reduce the use of the parks and at the same time prove more costly.

An example of disrepair in need of immediate correction is the salt water intake pipe line for Fleishhacker Pool. Breakdown of the line during this summer necessitated the closing of the swimming pool during the school vacation period when its use was in greatest demand. Temporary repair has made the pool operable but unless a permanent correction and extension of the line is made, further breakdown will occur which will not only put the pool out of operation, but in the event of storm cause severe damage to the entire Fleishhacker Zoo and Playfield. The department is presently seeking an emergency appropriation of \$60,000 to meet this repair problem and avoid the disruption of the swimming pool service.

MERGER BENEFITS

8. The people voted a charter amendment consolidating the Recreation and Park services in 1950. A review of the department's operation over the past four years clearly shows the benefits of the merger. The biggest advantage of the merger was that it made it possible to establish new recreation facilities in parks that were already city owned. It was a two-way saving for the city. The Recreation Department did not have to purchase a great deal of new acreage, thus avoiding a further depletion of land on city tax rolls.



18. RECREATION-PARK DEPARTMENT, REAL ESTATE, WEIGHTS AND MEASURES - (Cont'd)

RECREATION AND PARK DEPARTMENT (Cont'd)

CAMP MATHER

9. The Committee's visit and inspection of San Francisco Municipal Camp Mather in the Sierra country showed that an ideal summer vacation designed for entire families is available to San Franciscans at reasonable rates. Recent extensive improvements of the cabins and other Camp Mather structures has increased its attractiveness and the past summer season had the largest attendance in Camp history.

PALACE OF FINE ARTS

10. The Committee finds that the department has a perplexing problem in the deteriorated and crumbling Palace of Fine Arts. Public sentiment resents discussion of its demolition and public economy opposes the suggestion of expensive restoration. In October a completely new concept for the future use of the Palace of Fine Arts, which would utilize the permanent structure portions for a Hall of Flowers and an auditorium, was submitted to the Commission by a local architectural firm. It is presently being examined by department engineers. The estimated cost of this alteration and restoration was \$1,500,000, considerable less than other proposals and may provide a solution to a vexing problem.

REAL ESTATE

GENERAL OPERATIONS OF THE REAL ESTATE DEPARTMENT

In our opinion, the general operation of the Real Estate Department is satisfactory with the exceptions of the files and records of the department.

As the volume of business in the department increased after the War years, the appraisal and negotiation operations, in general, the field work was maintained fairly well but the office work lagged far behind due to limited personnel and inadequate equipment. The Charter requires that the Director of Property keep a record of all the real property owned by the City and County of San Francisco, but in addition, current files of the operations of the department should be kept up. This would result in greatly increased efficiency in the office. At the present time some of the records are months behind.

In addition to records of real property owned by the City, it would be most desirable for the efficiency of the office if an adequate file of comparable sales of property was maintained. This is done to some extent now in a haphazard fashion due to lack of personnel, but a great improvement could be made if sufficient personnel was available to record all the verified sales and listings in such a manner that the information would be available at the finger tips of the right of ways agents in the office. Over all a great saving in time would result because there is considerable duplication of effort at the present time. For example, one agent might secure a mass of information regarding current sales, perhaps for trial purposes, and all of such information might lie buried in a file because it is not filed in such a way that the staff in general could take advantage of it.

Another serious inadequacy with regard to records at the present time is the maintaining of mailing lists for surplus property notices. The department has been embarrassed from time to time; in fact, scarcely a sale takes place when someone does not come into the office to complain that he was not notified, when he specifically so requested. The only solution to this is to have someone in the office whose responsibility should be to take care of these lists.



18. RECREATION-PARK DEPARTMENT, REAL ESTATE, WEIGHTS AND MEASURES - (Cont'd)

REAL ESTATE (Cont'd)

Another point in which the operations of the office could be improved is indirectly, perhaps, by improvement of the salaries of the Assistant Director of Property and the Senior Right of Way Agent. The present salary range of the Senior Right of Way Agent is \$575 to \$625. The Assistant Director of Property is \$658 to \$758.

Respectfully submitted,

JAMES W. GRIFFITH, Chairman,

BAHR BEHREND,

ALBERT E. ALBERTON.

THE UNIVERSITY OF CHICAGO  
LIBRARY

THE UNIVERSITY OF CHICAGO  
LIBRARY  
1215 EAST 58TH STREET  
CHICAGO, ILL. 60637  
TEL. 773-936-5000  
FAX 773-936-5001  
WWW.CHICAGO.EDU



18. RECREATION-PARK DEPARTMENT, REAL ESTATE, WEIGHTS AND MEASURES

WEIGHTS AND MEASURES

Your Committee on the Department of Weights and Measures met several times during the year with Mr. O. C. Skinner, Jr., Director of the Department.

The following information was verified during the year 1954 in regard to the Department of Weights and Measures of the City and County of San Francisco: That it is of the greatest importance that a Meter Testing and Calibration Plant be installed.

A site was proposed in an unused corner of the City's Southeastern Sewage Plant at no cost. In a primary report to the Grand Jury this was suggested, and, by unanimous vote of the members, passed on to be included in the budget. It was approved by the Mayor and the Chief Administrative Officer, but was rejected by the Finance Committee of the Board of Supervisors.

This plant was to have been used by the Department of Weights and Measures to test wholesale petroleum meters and to calibrate liquid-carrying tanks and measures as required by State law.

1. Section 12212, Business and Professions Code, provides:  
"Each Sealer shall, at least once in each year, or as much oftener as he deems necessary, see that the weights, measures and all weighing and measuring apparatus used in his county are correct."
2. Section 12500(b) of the same code provides:  
"'Measuring Apparatus' means any device, contrivance, apparatus or instrument used, or designed to be used, for ascertaining measure, and includes any tool, appliance or accessory used or connected therewith."

The importance of building a meter testing unit for San Francisco is indicated by the following statistics which are for gasoline only and do not include fuel oil or non-petroleum products:

Estimated San Francisco gasoline sales for 1953,..	245,000,000 gals.
Approximate wholesale value.....	\$61,250,000.00
" retail " .....	73,500,000.00

As the legal tolerance for wholesale metering device is one cubic inch per delivered gallon, each cubic inch of short measure wholesale delivery would result in a 1,225,000 gallon yearly loss to either the oil companies involved or to the customer receiving deliveries.

At the present time San Francisco does not have any companies manufacturing this type of equipment, and whether or not this is due, at least partially, to our inability to legally certify, is a question.

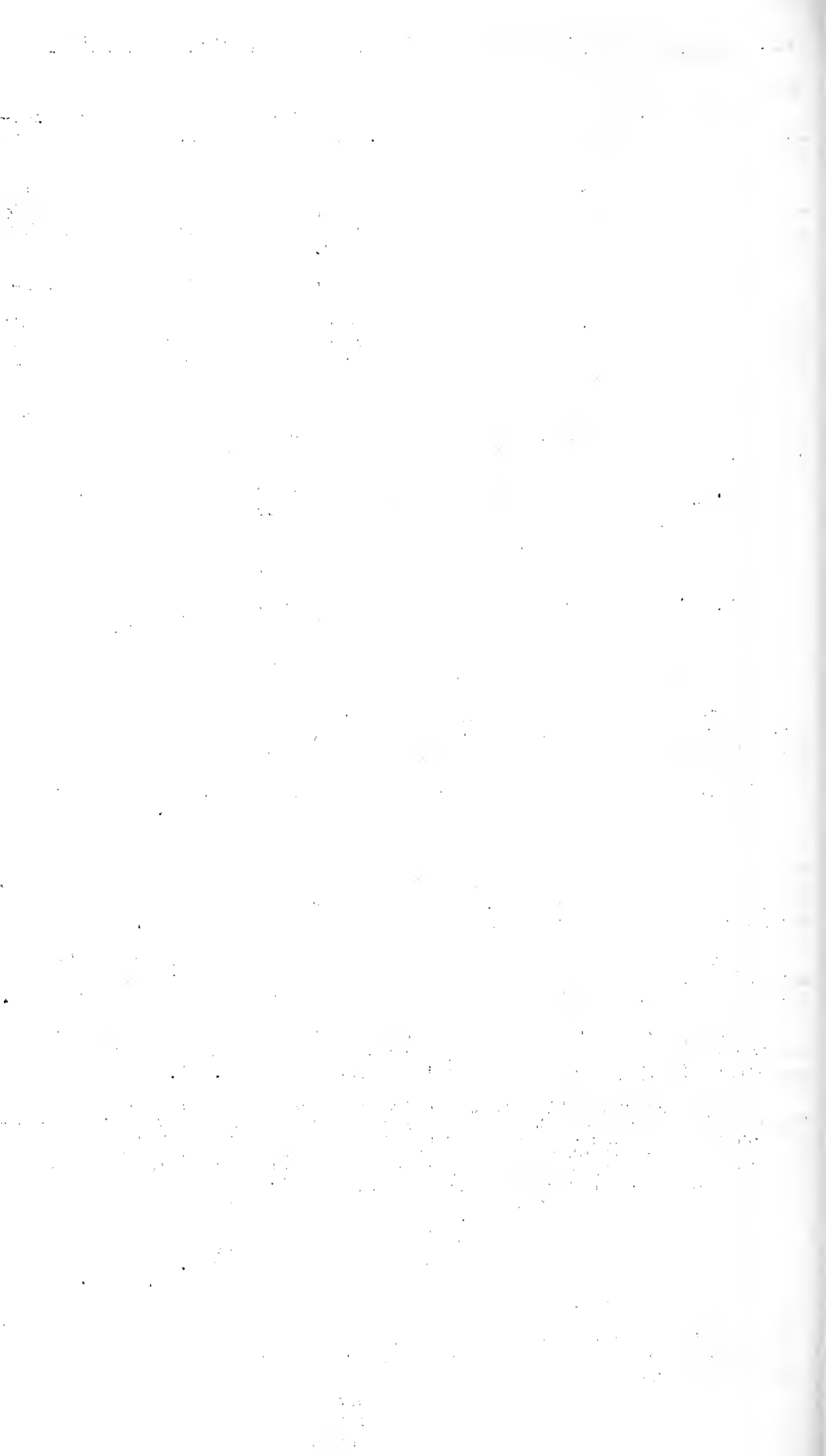
Only 13 other California counties are not now furnishing legal meter testing, and of these 13, only San Luis Obispo (51,417), and Imperial (62,975) have a population of more than 50,000.

When consideration is given to the economic importance, and where the basis of settlement between buyer and seller is the volume as determined by the vehicle tank meter or compartment, you can well realize the continuous doubt concerning the accuracy of these many measuring devices. The following organizations have sent letters to the Finance Committee requesting construction of the plant:

Western Gas and Oil Association  
The Texas Company  
Richfield Oil Company  
Standard Oil Company of California  
San Francisco Garage Owners Assn.  
Automotive Maintenance & Garage Assn., Inc.

Recommendation: - This 1954 Grand Jury respectfully recommends that the request of the Department of Weights and Measures for the installation of meter testing and calibration plant be included in the 1955-56 budget and that the Board of Supervisors be requested to approve the same.

Respectfully submitted,  
JAMES W. GRIFFITH, CHAIRMAN  
BAHR BEHREND  
ALBERT E. ALBERTON



## 19. HOUSING AUTHORITY.

The activities of the Housing Authority of the City and County of San Francisco during the current year of 1954 have widespread interest to the people of San Francisco in two particular respects.

The first is in the field of construction of new low-rent housing projects. Although in the past several years a number of projects have been completed, notably Ping Yuen in Chinatown, North Beach Place, Bernal Gardens and Hunters Point, four additional projects were under construction in 1954, comprising a total of 1300 low rent homes for low income families in San Francisco. During this period more housing has been under construction than at any time in the history of the Authority excepting only temporary wartime construction. These new projects, scattered over a widespread area of the City are:

Potrero Annex, located on Potrero Hill, comprising 172 apartments, completed in December.

Alemanya on Alemany Blvd. near Bayshore, consisting of 164 homes, scheduled for completion in April of 1955.

Francisco Plaza, located on two sites in the Western Addition, bordered generally by Turk and Eddy Streets and between Laguna and Divisadero Streets, consisting of 5 11-story buildings and 1 6-story building, will provide 608 apartments and is scheduled for completion in the fall of 1955.

The fourth project, Hunters View, in the Hunters Point area, will have 350 low rent apartments located in two and three story structures, and will be opened for occupancy in November, 1955, chiefly for families moving from temporary housing scheduled for demolition.

In addition to these projects two others are in the planning stages:

Harbor Slope at Hunters Point where 226 apartments will be constructed in early 1955; and

360 additional homes in the Double Rock project in the Bay View area for which architectural plans are now being drawn.

When completed this program will provide 5,000 low rent dwellings in San Francisco to families of low income.

The availability of this low rent housing not only will insure the rapid demolition of the remaining temporary war housing in San Francisco but will also provide required new homes for families displaced from their homes by reason of redevelopment of the Western Addition and by Freeway construction and other public works. One of the chief factors which has slowed up such activities in the past has been the inability to provide within a reasonable time housing for families of low income forced to move from antiquated structures marked for demolition.

This new housing construction assures San Francisco that no delays in the redevelopment program of the huge Western Addition area will be caused by the unavailability of low rent housing for displaced families.

The second major undertaking of the Housing Authority has been the continued rapid elimination of wartime temporary housing. Whereas during 1953 only 850 temporary apartments were eliminated, in 1954 the pace was stepped up to a total of 1416 apartments vacated preliminary to disposition. An additional 1200 will be removed in 1955.



19. HOUSING AUTHORITY. (continued).

This housing occupies a substantial portion of the light and heavy industrial lands remaining in the City and County of San Francisco. As these properties are returned to their owners many new industries and factories will be constructed on the 122 acres thus vacated which in turn will strengthen the tax structure of San Francisco and provide many additional jobs. We urge that this program be expedited to the fullest extent.

A total of 2708 additional war apartments were transferred from Federal ownership to the San Francisco Housing Authority between July and November. These accommodations will continue to be used to house employees of the San Francisco Naval Shipyard, military personnel and families of World War II and Korea.

During 1954 the availability of low rent housing tremendously accelerated the transition from rent control to the return of free rental economy by making it possible to house many families otherwise faced with grave housing problems.

THE SAN FRANCISCO HOUSING AUTHORITY IS ONE OF THE LARGEST TAXPAYERS IN THE CITY AND COUNTY OF SAN FRANCISCO. IN 1954 THE HOUSING AUTHORITY PAID \$394,964.71 IN TAXES, REPRESENTING A SUBSTANTIAL INCREASE OVER 1953 PAYMENT OF \$244,434.61. IN ADDITION, A TOTAL OF \$206,580.37 WAS PAID TO THE FEDERAL TREASURY DURING 1954, BRINGING TOTAL PAID TO DATE FROM TEMPORARY HOUSING TO \$6,554,429.21

The Grand Jury commends the Housing Authority, its director and its staff on its achievements during 1954.

RESPECTFULLY SUBMITTED,

ALBERT E. ALBERTON, Chairman

ERNEST L. SMITH,

JAMES W. GRIFFITH



20. REDEVELOPMENT AGENCY

Your Committee on the Redevelopment Agency, Mrs. Claire Matzger, Herman J. Kleist, Gerald B. Ferrari, J. A. Kelly and Bernard Goiricelaya, supplementing our report of May the 3rd, 1954:

Your Committee desires to state that it has given considerable time and thought to the subject entrusted to their care, and desire at this time to submit this, their final report on this all-important subject.

In April of 1954, Robert J. Dolan, former Assistant Clerk of the Board of Supervisors, assumed his duties as Director of the Redevelopment Agency, having been appointed to that position by His Honor, Mayor Elmer E. Robinson. Under Mr. Dolan's direction a new Chief Planner and two associates were employed to fill vacancies created by resignations that had theretofore been submitted.

With a comparatively new planning staff, final plans for the Diamond Heights and Western Addition approved project areas were developed and submitted to the Division of Slum Clearance and Urban Redevelopment for review and comment. Upon the completion of six months' service, as directed, Mr. Dolan resigned to accept an appointment as Executive Secretary to the Mayor. However, Mr. Dolan did not sever his interest in the Agency. Continuing his interest in the work, he reviewed and perfected the plans which were to be presented to the Federal government in Washington within the minimum of time and with a very definite grasp of the legal problems involved.

Upon the resignation of Mr. Dolan as director, the Mayor, in his sound judgment, appointed Mr. Eugene Riordan, former director of property of the City and County of San Francisco, to fill the vacancy. It is our thought that Mr. Riordan's vast experience in handling the real estate problems of this city makes him an ideal choice for the office in which he is now functioning.

With the final disposition of the litigation primarily concerning the Diamond Heights development being resolved in favor of the constitutionality of the California Community Redevelopment Law by reason of the denial by the court of a petition for a writ of certiorari, the work of the Redevelopment Agency is advanced to a point where Washington approvals are imminent and the presentation of the plans for Diamond Heights and Western Addition to the Board of Supervisors is scheduled for the early part of 1955. The planning phases for these two projects are practically complete, and the work of acquiring property and disposing of the same to the ultimate advantage of the community requires a person of Mr. Riordan's vast experience in this field.

Mr. Paul O'Dowd recently resigned as a member of the Redevelopment Agency, and Mr. Roy Cole, a businessman of this city, was appointed in his place. Mr. Cyril Magnin, of Joseph Magnin, Incorporated, has also been recently appointed to the Board to succeed Mr. FitzGerald Ames, who resigned because of his legal responsibilities. Your Committee feels that the Board as now constituted, with Mr. Riordan at its head, constitutes a group well qualified to carry out this all-important work to a successful conclusion.

The affairs of the Agency are running very smoothly, with no tendency to procrastination. All indications are that the government officials in Washington are satisfied with the personnel and the current conduct and progress of the Agency, and have approved supplemental funds for its operation. Financial control powers have been vested in the Controller of the City and County of San Francisco, by resolution of the Agency and the Board of Supervisors, and the recommendations as contained in our report of May 3, 1954 should be given careful consideration. In the opinion of this Committee, the work of redevelopment and of urban renewal as a function of the Agency as established by the Housing Act of 1954 is only in its infancy. The broad concepts of the work to be performed in urban development and urban renewal would, in our opinion, be better controlled if the Agency were an independent entity of our city government and subject to the normal control to which other departments are subjected.

Respectfully submitted,  
BERNARD GOIRICELAYA, CHAIRMAN  
JOHN A. KELLY  
HERMAN J. KLEIST  
CLAIRE MATZGER  
GERALD B. FERRARI















